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PUTTING THE HARD-CORE UNEMPLOYED INTO JOBS. REPORT OF THE BUSINESS-CIVIC LEADERSHIP CONFERENCE ON EMPLOYMENT PROBLEMS, CHICAGO, ILLINOIS, JUNE 5-7, 1967. PART I CONFERENCE SUMMARY. PART II CASE STUDIES.

National Citizen's Committee for Community Relations, Washington, D.C.

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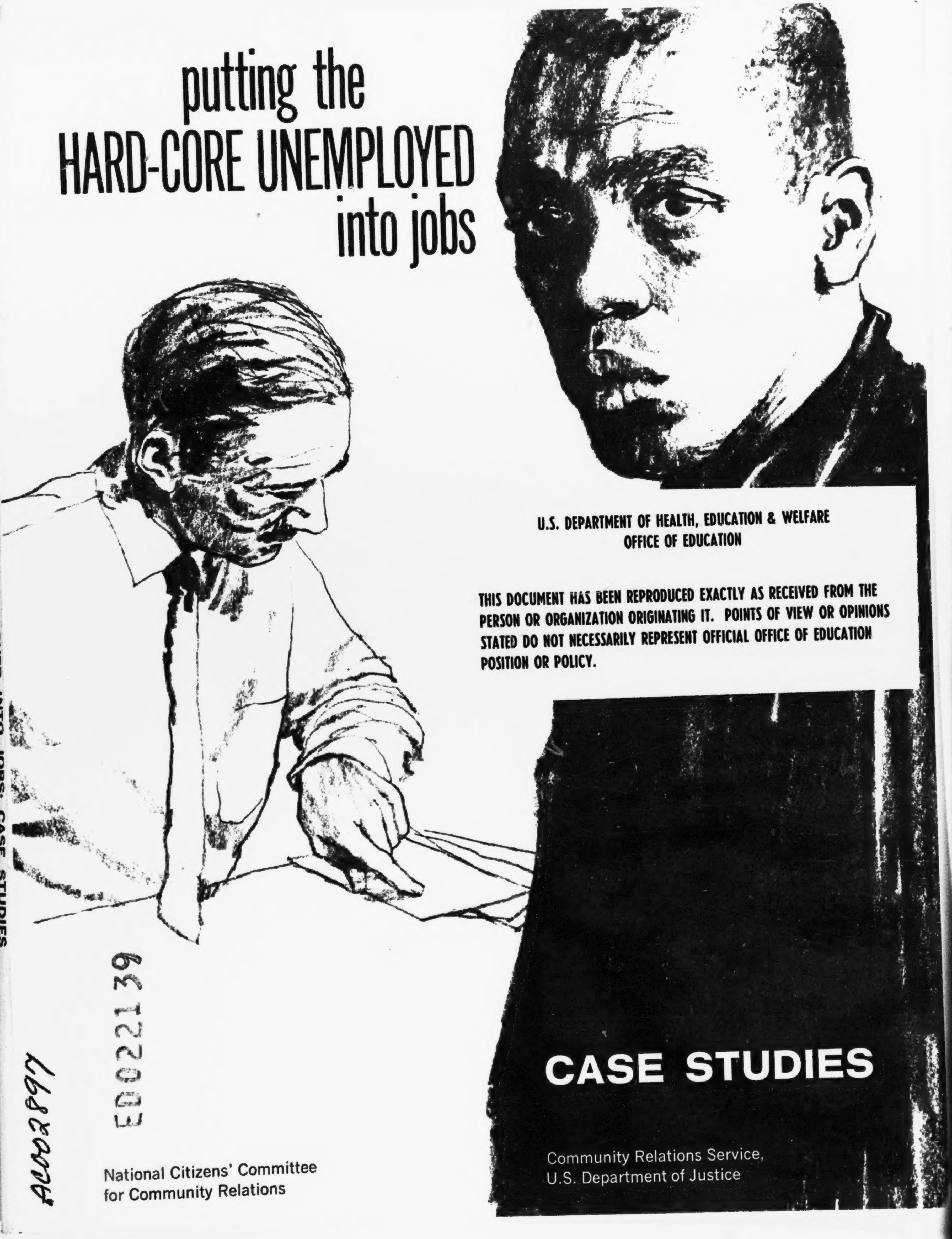
Part 1 of this conference report on employing the hard-core unemployed asserts the urgency of action by business and industry to meet employment problems, and presents examples of more active recruitment and liberalized hiring and placement practices, employer-sponsored education and training, efforts by employers to take action on transportation, housing, vocational education, health and welfare, and other community social problems. An action program is recommended, with emphasis on broad cooperation between business and communities. Part 2 describes company programs of recruiting, testing, training, and motivation, employer-community job programs, organizations of businesses and communities, and the use of special tools and techniques; such companies as North American Aviation and such communities as Los Angeles, Pittsburgh, Chicago, Boston, Buffalo, Newark, and Huntsville, Alabama are included. The document includes listings of information sources, community job programs, conference participants, and Federal agencies for assistance and funding. (ly)

putting the HARD-CORE UNEMPLOYED into jobs



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CASE STUDIES

National Citizens' Committee
for Community Relations

Community Relations Service,
U.S. Department of Justice

PUTTING THE HARD-CORE UNEMPLOYED INTO JOBS: CASE STUDIES

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THE BUSINESS-CIVIC LEADERSHIP CONFERENCE on Employment problems, held June 5–7, 1967, in Chicago, brought together 250 employers, educators, and other civic leaders who are pioneering programs to meet our most crucial domestic problem: how to put hard-core unemployed and underemployed minority group members into jobs.

The conference was how-to-do-it meeting, bringing together employers and other leaders who are convinced that a successful attack on this problem brings benefits not only to minority group members but to industry, the community, and the Nation as a whole.

The conference was sponsored by the National Citizens' Committee for Community Relations (NCC), a group of more than 400 leading Americans appointed by President Johnson following passage of the Civil Rights Act of 1964. Its purpose: to enlist the skills and strengths of these leaders in supporting the Nation's efforts to assure equality for all Americans. The NCC functions as an adjunct of the Community Relations Service, which was created by Congress to help communities cope with disputes and difficulties rooted in racial and ethnic discrimination. Its basic concern is to help cities overcome minority group deprivations which lead to conflict.

More than 70 specific projects and activities—some being undertaken by individual companies and others by community-wide organizations—were described and discussed at the conference. Most persons attending the Conference, including those who are deeply involved in projects to put the hard-core unemployed into jobs, were impressed with the scope and creativity of these projects.

This report on the Conference is offered to assist employers and other community leaders who are considering starting or improving employment, recruitment, or training projects in this field. Part I is a summary of presentations. Part II contains specific tools and techniques. For additional copies, or further assistance and information, write to:

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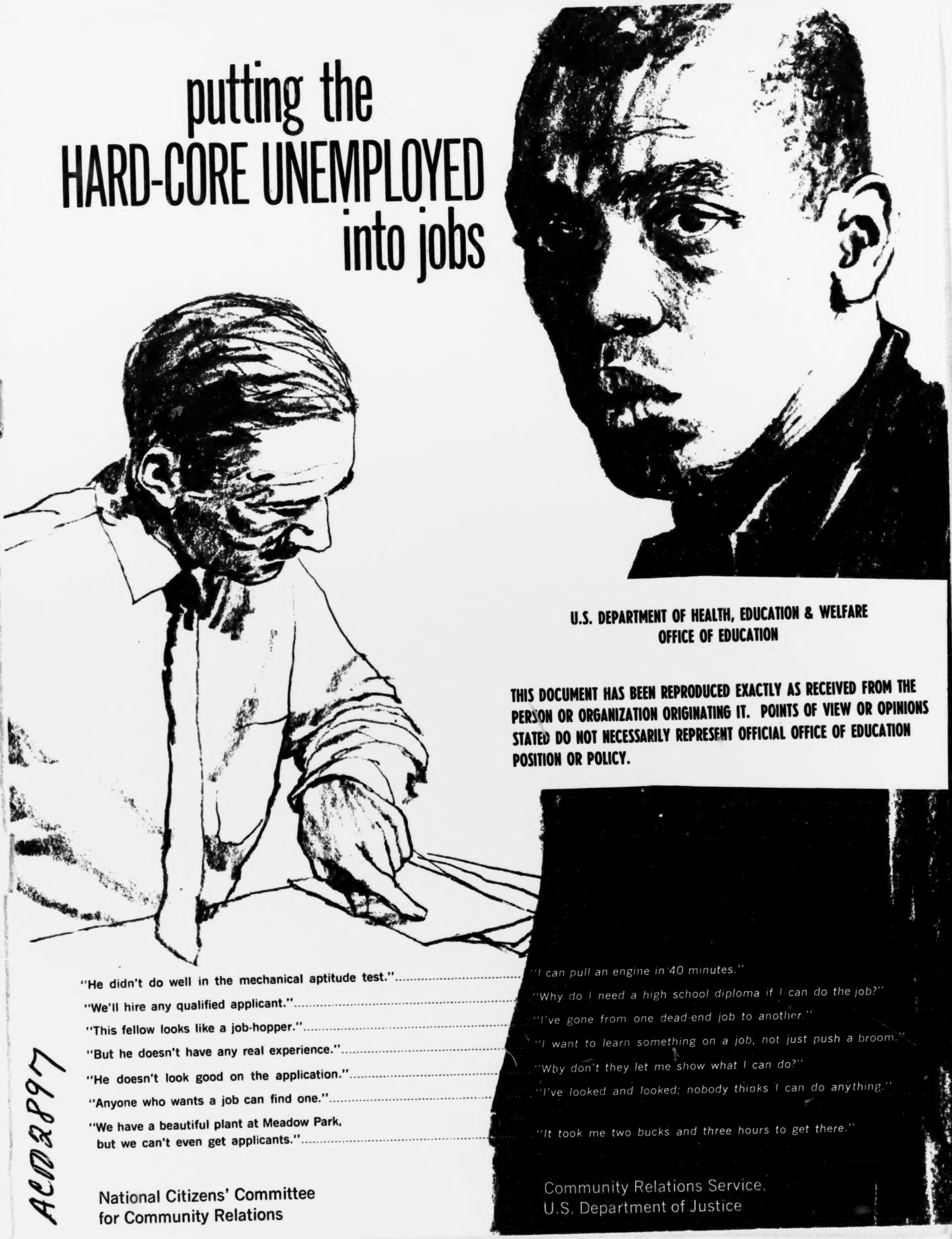
putting the HARD-CORE UNEMPLOYED into jobs



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"He didn't do well in the mechanical aptitude test."	"I can pull an engine in 40 minutes."
"We'll hire any qualified applicant."	"Why do I need a high school diploma if I can do the job?"
"This fellow looks like a job-hopper."	"I've gone from one dead-end job to another."
"But he doesn't have any real experience."	"I want to learn something on a job, not just push a broom."
"He doesn't look good on the application."	"Why don't they let me show what I can do?"
"Anyone who wants a job can find one."	"I've looked and looked; nobody thinks I can do anything."
"We have a beautiful plant at Meadow Park, but we can't even get applicants."	"It took me two bucks and three hours to get there."

ACD 28897

National Citizens' Committee
for Community Relations

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PUTTING THE HARD-CORE UNEMPLOYED INTO JOBS

A Report of the Business-Civic Leadership Conference on Employment Problems
June 5–7, 1967, Chicago, Illinois

Part I

Conference Summary

Sponsored by the National Citizens' Committee for Community Relations and the Community Relations Service of the U.S. Department of Justice

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PUTTING THE HARD-CORE UNEMPLOYED INTO JOBS

Part I

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PREFACE

The Man on the Street Corner

*When you walk in a neighborhood and it's men on the corner on Monday morning to the extent that it looks like Saturday night in other neighborhoods, watch out, because you're watching the tomorrowless man. He's on the corner because he's not putting enough beans in the pot * * * he knows he ain't putting down what he's supposed to be putting down * * * His kids don't have no tomorrow and if someone comes along and brings some red wine or something, he's going to drink * * *. For a fellow like this a riot is a pleasant break in his humdrum existence.*

Chester Wright, Watts, Los Angeles

In July 1967, American cities across the nation burst into flame, in violent, tragic explosions of frustration, bitterness, hate and lawlessness. Whatever the immediate causes or incitements, whether planned or spontaneous, whatever the culpability for criminal action, sensitive and knowledgeable observers agreed that a major cause was long-time unemployment, lack of jobs at a living wage, and failure of America to deliver its promises to its Negro citizens. And no one could question the vast dollar loss and the physical and social damage to the communities involved.

In June 1967, 200 business and industry executives who have been working to get hard-core unemployed minorities into jobs met in Chicago with representatives of public and private job programs and social agencies for two hard-working days of specific experience exchange on programs and techniques.

These men were more aware than most of the incipient danger ahead. Some very responsible business leaders even suggested that such tragic explosions might be the only way to mobilize their communities to do something meaningful about jobs, education, housing, and other needed programs for ghetto slum dwellers.

A participant from Denver, Colo., grimly defined what he saw ahead:

"We've got to solve some of these problems * * * . It isn't a matter of whether we want to any more, or not. We may be pretty late now. This summer may show us some problems we hoped we weren't going to have. But it's quite possible. There's a pretty good nationwide riot climate * * * and, unfortunately, as we meet with the industrial and disadvantaged people * * * our conclusion, reluctantly, is, there needs to be a riot * * * and that's a terrible thing, but unfortunately, this is what creates movement."

A business executive from Minneapolis, Minn., admitted that job efforts of the Plans for Progress Council there had not been making much progress until "last year, in August, we had the first bad riot in Minneapolis. We really got some jobs going very quickly. The Plans for Progress Council got busy and got this contract with the Bureau of Apprenticeship Training * * *."

An industry representative from a midwestern city who had been trying to get an employer job program started was told by a fellow businessman: "Don't expect them to make a move, unless you have a demonstration * * * as long as everything is peaceful they are not going to anticipate what is beginning in practically every city."

The gentleman from Watts also had a positive suggestion for the conference:

"If you take the same men standing on the corner the evening that Watts riot started, if they had come in off a back-breaking job, somewhere, they would have went in, eat their pork chops, turnip greens, sit on a rickety couch, watch Wyatt Earp kill one cowboy. They'd have been so dead asleep that the old lady would have to drag them in the bedroom. They wouldn't have been on a corner."

THE PROBLEM . . . AND THE CHALLENGE

Excerpts from address of Roger W. Wilkins, Director, Community Relations Service, U.S. Department of Justice.

"American center cities are becoming blacker and poorer * * *. Between 1960 and 1965, 2 million Negroes moved into center cities, whereas a similar if not larger number of whites moved out of the center cities. During the same period, 62 percent of new plant development, by value, moved into the suburbs where whites live, and where, by and large, nonwhites cannot live.

"A recent Labor Department survey tells us that fully 35 percent of the people in slum areas have a serious unemployment problem: whether unemployed, employed only part-time, or employed at wages below poverty level. That means that these people are in a perpetual economic state which is similar to, if not worse than the great American depression of the thirties.

"Despite all of our advances * * * today the Negro median male income is still 51 percent of the white median male income just as it was 16 years ago * * *. Despite the advances which have benefitted mainly middle class Negroes, the gap between the quality of minority group life and majority group life is great and getting greater.

"It is our failure as a society to come to grips with this gap that causes us to have * * * unrest in our cities.

"The trend of the talented white Americans who have the power and the training to solve problems, who have the taxpaying power to sustain the economy of the cities, moving out of the cities and the trend of the poor Negroes, poor Mexican-Americans, poor Puerto Ricans moving into the cities, is accelerating.

"Unless we reverse current trends, we could well have islands of enormous dependency, enormous alienation, enormous hostility in the middle of the United States of America, and I suggest to you that if we permit those islands of alienation, hostility and dependency to develop, that whatever else the United States of America is in the year Two Thousand, it will not be the kind of place that we want our children and our grandchildren to live in. It will be a place where the energy, the strength, the spirit, and the dynamism which has animated this country from its beginning will be gone.

"The question for us today is whether we will make decisions and take actions now that will preserve and enhance the richness of American life.

"The Federal Government cannot take this task alone, nor, I am convinced, should it even try.

"The National Administration can and should take the lead, and enunciate policies embraced on broad national principles and purposes. It should develop programs to help local people, local leaders solve their problems, but in the field of race relations *what is needed more than anything else is local drive, local initiative, local effort, local success.*

"I go to meetings in city after city after city. I see sitting around the table, working on these problems, representatives of the city government, representatives of the Federal Government, representatives of the private organizations, representatives of the churches, representatives of civil rights organizations, sometimes even representatives of the private foundations, but *only rarely representatives of the great businesses of this country.*

"I suggest to you that now it's time for all of American business to become as fully involved in this as you have become in saving our cities.

"The question for American citizens is whether we need riots in every city in this country before we begin to move as we should. The question for American business, is whether it will exercise the kind of leadership in this field that it has exercised in so many fields in making this country great in the past."

BUSINESS AND INDUSTRY ACCEPT THE CHALLENGE

Excerpts from address by Richard C. Cornuelle, Executive Vice President, National Association of Manufacturers.

"After a generation of arguing about the consequences * * * and expense of government action on social problems (business) is beginning to realize that there is much more promise * * * in forgetting * * * the arguments and allying themselves directly to the solution of the problems * * *.

"We have a remarkable unanimity of opinion among our (NAM) members that the greatest * * * most important piece of business on the agenda of American business today is to * * * find out exactly what its total capabilities to solve community problems are * * * and to get busy and put them to work.

"Business has always had a sense of social responsibility * * * but what is important is that contemporary business is finding ways to express that responsibility directly rather than by writing checks or supporting secondary social agencies.

"Gallup * * * found 51 million Americans would like to go to work helping the problems they see in their communities if they knew how, and * * * they would be willing to contribute more than 250 million hours.

"If we knew how to use that energy as well as we know how to use human energy in commerce, we could have a social production worth conservatively 80 billion dollars a year.

"As we see our business leadership involving themselves directly in problems of hard-core unemployment, housing, delinquency and the rest * * * we will see a unique talent for organizing human energy applied to these community problems.

"I have never seen anything develop as fast as top executive awareness of the importance of direct industry-social action. We see it in the NAM in less than 2 years' time. The demands for advice far exceed our limited capacity to give advice to companies that want to act."

THE PROFIT AND LOSS TO BUSINESS

Excerpts from the address of Frank Cassell, Director, U.S. Employment Service, Former Vice President, Inland Steel-Ryerson Foundation [1]

"The social cost of poverty is not fully measured by the statistics or the privation they suggest * * *. The desperation and frustration that results from poverty contributes to ill health, deteriorating citizenship values and to other factors that weaken our society. The social cost of poverty must also include the goods and services that are not produced because of the unemployment and low productivity of the poor.

"Recognition of these costs to society has prompted * * * many employers to accept the challenge of breaking the cycle of poverty for several million Americans * * *. Many employers have embarked upon this * * * on their own, and some have done it with the assistance of government financing. *And in the process employers have learned that:*

—most people when given the opportunity to work want to work,

—most people who are unemployed are employable,

—most of the untrained people in our country are trainable, and

—most uneducated people are educable.

"Employers have learned that their investment in working with these people has resulted in gaining valuable new employees and opened new labor market resources * * *.

"The late Douglas McGregor of MIT * * * pointed out that most employers think of manpower resources in the same way as they think of physical and financial resources. He suggested that instead, the essential task of management is a process * * * of creating opportunities, releasing potential, removing obstacles, encouraging growth and providing guidance.

"Where management has become involved in the 1960's in hiring and training * * * of people rejected in the 1950's, they are learning valuable lessons that they can apply to the management of their companies. This far outweighs the extra costs incurred in continuing special recruitment and training programs conceived initially to tap previously unused sources of manpower * * *. An employer who redefines entry level job requirements so that they have relevance to the job to be done is * * * in a better position to find people who do a better job at a higher level of performance than a person over-qualified for the job. Over-qualified people are a major reason for high turnover rates, job dissatisfaction, low productivity and poor morale.

"Eliminating irrelevant requirements for entry level jobs * * * was used for the purpose of providing jobs, but actually the technique is a pure and simple matter of saving money now wasted because of high turnover rates.

"It makes good dollars and cents to look for the potential in presently employed personnel and to provide opportunity for the potential to develop.

"The longer employers do not become involved in improving their communities and their schools, the more disadvantaged they become in competing for and attracting the kinds of employees they need to remain profitable.

"The employer who rather than becoming involved personally in resolving problems of unemployed people looks to somebody else to do it * * * pays an increasing tax burden. He has an increasing crime rate, and he deplores the increase in the welfare rolls * * *. He may move his plant to the suburbs and then * * * be confronted with the fact that he has a labor shortage because the labor that could be available to him is back in the inner city."

---

[1] Mr. Cassell recently resigned as Director of USES and returned to Inland Steel.

Commitment Can Pay Off . . . Much More Is Needed

> *"The most important piece of business on the agenda of American business today is to * * * find out exactly what its total capabilities to solve community problems are * * * and to bet busy and put them to work.*
>
> *"The inclination of the average business leader to act on community problems exceeds his understanding about how to act by a factor of 10 to 1."*
>
> Richard C. Cornuelle, Executive Vice President
> National Association of Manufacturers

Mr. Cornuelle sounded a major theme of this Conference which was expanded and emphasized by many other participants. These men came from companies and communities which *have* recognized the urgent need for action and have made some commitment to work directly on community problems. Many are actively involved in new and imaginative programs. They are excited and challenged by the surprisingly high success rate of initial pilot efforts to bring and keep hard-core unskilled, minority men and women into jobs that need to be filled.

They have made some mistakes and learned some important lessons. Many have realized that this job cannot be done by one company or even by the joint employer efforts now starting in some communities. Some have joined forces with other community groups, building a broader organization to tackle the complex, interrelated problems involved in getting hard-core unemployed into jobs and developing them into reliable, effective employees.

There is a real payoff for company and community from such programs, the conferees agreed.

—*New manpower resources* have been identified in the community and within the existing work forces; empty jobs have been filled; hard-core unemployed have become highly motivated, steady workers.

—*Lower welfare costs* have already been reported in at least one community. Job programs can help reduce the mounting tax burden which business pays for police, welfare, and other social services.

—*New workers become new consumers;* new markets are created.

—*The threat or actual experience* of property and business losses from ghetto riots are high motivation for employers' constructive job activity.

—*Special training programs* developed for new "disadvantaged" workers have proved surprisingly useful in improving job effectiveness of other employees.

—*Re-defining entry requirements for jobs* and restructuring jobs have helped companies get better performance at the entry level, while moving experienced personnel to more skilled jobs. This also helps eliminate a frequent cause of high turnover—poor morale from "overqualified" employees in low level jobs.

—And, *perhaps most important:*

—*Business and industry are finding that their financial contributions to community social services bring more direct benefit when the company becomes actively involved in programs to which it gives its dollars, and applies business "know-how" to getting the job done.*

But, against these encouraging notes were some sober soundings. Most of the programs described are still in the "pilot" stage, involving relatively few jobs and people, compared to the serious statistics on unemployed minorities. Those working in the most successful programs were frankest to say that they and other businessmen are doing *far too little, far too late; that much more involvement by business and industry in the basic urban problems surrounding jobs is urgently needed.*

And no one working on these problems said that it is an easy job. To make real progress, they said, programs must have:

Priority commitment by top company officials, communicated effectively and continuously down the entire chain of command of their companies.

Jobs committed first by local business and industry before training programs are started.

Intensive, special supportive services, counselling and training provided by the company or an outside agency, as hard-core unemployed are brought into jobs.

Effective and continuing organized communication between the business community, minority ghetto dwellers, and all relevant public and private social agencies.

Much greater involvement by business in school systems and in other community programs of welfare, health, housing, and transportation.

Active participation in the development of job programs by genuine representatives of the minority community.

"Instant Jobs": Yes and No

In July and August political and business leaders in many ravaged cities were trying to create "instant jobs"—any kind of work to get youngsters (and adults) off the streets and into gainful employment.

The job-program veterans at the Chicago conference warned about such efforts, unless accompanied by much more massive, continuing and coordinated programs to meet the total problem of ghetto joblessness.

Newspaper headlines reported that "hundreds" or "thousands" of jobs would be made available. Young people streamed into employment offices and designated centers, often to find that relatively few jobs really existed, or that these had already been filled (sometimes by the sons and daughters of employers and other nonpoverty families).

Said Bruce Cole, who has worked with possibly the most successful program in the country placing unskilled "street gang" Chicago kids in jobs:

"Don't con the kids * * * don't promise them anything you can't deliver."

This has happened all too often before. It can be the last straw, kindling the emotions of a lifetime of frustration and disillusionment literally to the burning point, perhaps to the point of no return to constructive community life.

Some other warnings from participants at the Chicago conference:

Training programs unrelated to available jobs have recruited youth and adults with high expectations, then provided no jobs or effective placement and supportive effort to help the graduate get a job. Graduates who do not find jobs only develop deeper bitterness, disillusionment, and hostility.

Dead-end jobs with no road leading to advancement are often those produced for "instant job" programs. Without opportunity or hope for something better, the already disillusioned minority youth, who has seen his parents stuck in such jobs all their lives, has little motivation to stay at work.

Low-wage jobs, unless related to opportunity for further training and advancement, likewise fail to give hope or motivation necessary to develop steady workers or to solve the economic problems of ghetto families.

What Business and Industry Are Doing

The programs described at the conference included:

—individual company efforts,

—community job programs run by employer councils,

—job programs run jointly by employers and a broad coalition of community groups, including minority representatives, and

—employer-community programs which have expanded from job efforts to other employment-related community problems.

Companies were urged to review and expand their own efforts, but many believe that really effective job programs must involve employers with other community groups in their basic development and operation.

A tragic *lack of communication* between business and minority community, business and the schools, business and the tax-supported social agencies was reported from almost every city.

Building a broad-based community organization to tackle job and other basic community problems was seen as the best way to get this necessary communication. This route may take longer than organizing a purely business effort, but experience has shown that it helps avoid many common mistakes, overcomes serious barriers, builds better understanding, and produces more benefits for employer and community.

Business-community organizations which initially were organized to work on employment problems have generally come to realize that they must also become involved with education, housing, health and welfare, transportation, and other problems which affect employment.

Major Components of New Job Programs

Company and community efforts may be roughly separated into three main areas (with some unavoidable overlap):

1. Outreach.—New ways to reach, motivate, and bring minorities into jobs and prepare for jobs.

2. "Fitting the Job to the Man".—New approaches—totally reversing the traditional concept of "finding the man for the job"—to seek out and utilize human potential. Innovations include:

—*techniques of selection, interviewing, evaluating potential, and testing,*

—*restructuring entry-level jobs;* better definition of minimal requirements for these jobs,

—*upgrading* present low-level employees; finding better ways to develop their potential for advancement,

—*"human relations" or "sensitivity" training* for personnel staff and supervisors to support these new efforts, and help make sure they work, and

—*administrative measures* to assure that new policies are carried out "down the line" from top management throughout company operations.

3. Education and Training.—Development of human resources, along with development of materials and products, has been accepted as a basic responsibility of industry by many companies.

A major key to successful development has been: *"Accentuate the positive";* emphasize possibilities of *success* throughout the selection and training process. This produces results from people who have lived in an environment of total failure and have often already accepted themselves as failures.

Pre-work orientation, counselling, and special kinds of training have been found necessary before job training for many hard-core unemployed. Without this, regular skill-training programs often don't work.

Basic education (reading, writing, and arithmetic) is another widespread need; some employers are providing this themselves, others are cooperating on programs with educational institutions.

"High support", counselling, and continued follow-through on the job has been necessary for some of the "disadvantaged" to become good employees. This is being provided by companies and by private agencies.

Surprisingly successful skill-training programs are producing excellent employees from so-called "unemployables." Some are conducted by employers on their own, totally in-plant. Others are with Federal On-The-Job Training (OJT) or Bureau of Apprenticeship Training (BAT) funds. Some operate through institutional skill centers, supported by business and Government. Still others combine institutional and on-the-job training.

While methods of organization and funding differ, successful training programs have these similar characteristics: (1) employers are deeply involved in development and follow-through, (2) a flexible set-up allows needed changes, and (3) employers are working with the right "mix" of community groups to assure good communication and coordination of effort.

Following is an overview of the main activities reported at the conference, illustrated with capsule summaries. These are cross-referenced to part II of the report where some of these programs are reported in greater detail.[1]

OUTREACH

"Aggressive" Recruiting

> *"The phrase 'Equal Employment Opportunity Employer' in newspaper ads simply isn't enough * * * we need to push down into the ghetto, get to the people. We need to engage in aggressive recruiting."*
>
> Edward Hodges,
> General Employment Supervisor
> Michigan Bell Telephone Co.

These words were repeated by many others at the conference, whose companies have recognized that the ghetto resident—for a variety of reasons—will not come into a company personnel office, or employment agency, but must be reached where he is.

The major "outreach" effort is now being done by community agencies and new job programs, and employers are learning to use these agencies as recruitment sources. However, some companies are doing their own "outreach". Whatever the method, it was generally agreed that one of the most effective recruiting devices is the employment and, even more important—the promotion—of Negroes into better jobs; once this is done by a company "the word gets around." Until it is done, many minorities believe, from past experience, that they will not be hired or have no chance for a good job, and will not apply.

"Aggressive" Recruiting Efforts by Companies

Pacific Telephone & Telegraph Co. uses 6 Negro and Spanish-speaking recruiters as *walking employment offices.* They go wherever people are, to barbershops, poolrooms, bars, etc. A *speakers' bureau* of minority employees schedules talks to community groups about company job opportunities.[2]

Illinois Bell Telephone Co. has set up a recruiting office in the heart of the Chicago ghetto and regularly informs community agencies about job opportunities and requirements. The company invites youth gang leaders to its offices for talks and plant tours.[3]

Michigan Bell Telephone Co. has sent recruiting trailers to ghetto areas in several cities, and has made special efforts to get information about job opportunities to "grassroots" leaders beyond traditional contacts with Negro ministers, doctors, teachers, and social workers. The company has contacted officers of Negro PTA groups, block club presidents, officials of Negro Elks and Masonic lodges, scout leaders, barbers, and beauticians. Beauticians (often the social center for many Negro women) have been invited on plant tours and encouraged to broadcast job opportunities. In four cities, local NAACP branches were invited to hold their regular meetings in company plants, then taken on tours and asked to refer job applicants. While many of those referred do not qualify, "the word is out. People know we will hire anyone who is qualified," said Ed Hodges.[4]

Employers Recruit Through Community Agencies

Most employers do not have the staff to do the intensive work required to find, motivate, screen, and give preliminary job orientation to hard-core unemployed. In many communities, existing or new social agencies, usually located in ghetto areas, are doing this job, with substantial help from Government and business, and employers are finding new manpower resources through these agencies. The Urban League has been a major recruitment source in many communities. In some cities the State employment service is now reaching out effectively into the ghetto; in others it was severely criticized for not doing this job.

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[1] Since conference discussions were largely "ad lib," these reports are not necessarily full "case studies." However, it is hoped that they will be helpful guides to other employers. Names and addresses of conference participants and other sources of information and assistance are listed at the end of part I of the report.

[2] See pt. II, p. 15.

[3] See pt. II, p. 13.

[4] See pt. II, p. 11.

In Chicago, the Tri-Faith Employment Program, supervised by an interfaith business advisory council, has opened seven employment offices in areas of highest unemployment, hired neighborhood people as staff who go out to streets, houses, schools, alleys, bars, or anywhere to recruit, interview, and counsel prospective job applicants, 7 days a week, day and night. The project expects to place more than 10,000 in jobs in its first year of operation (6,000 had been placed in June).[5]

The Jobs Now Project in Chicago has focused on reaching street-gang youth. Thirty-nine public and private agencies work with the Project; 20 of these bring 100 youngsters to the project center every 2 weeks for a 2-week orientation course. Employers have loaned top personnel officials to work full-time on developing job openings for these boys. Some 150 companies have hired about 900 youths, with a built-in "support program" to help them adjust to the work world.[6]

In Los Angeles, members of the *Employers Merit Employment Committee* are sending interviewers to hire at new skill-training centers and State employment service centers located in Negro and Mexican-American neighborhoods. They are also cooperating actively to see that training is related to job openings, and providing instructors and materials to be sure that trainees meet their needs.[7]

In the Boston metropolitan area, 93 employers have contributed 300 personnel officials (including some vice presidents) as volunteer interviewers 2 nights a week to *Jobs Clearing House,* a no-fee agency set up to help minorities find jobs. About 4,000 jobs are currently listed with this agency. Business also contributes financially to its support.[8]

In Houston, Tex., a pilot program (one of five throughout the country supported by Department of Labor grants) ran an intensive house-to-house canvass in eight census tracts of highest unemployment, using neighborhood residents as interviewers. Very high interest in training and jobs was found among people who had never been to an employment office. About 91 percent of those referred by the neighborhood workers actually reported to special "outpost" neighborhood offices for further screening and referral. Houston found that different techniques were needed for working with Negro and Mexican-American disadvantaged; for example, women interviewers were used with the Spanish.

Although some 600 "disadvantaged" were placed in job training programs, the original Houston project suffered because it did not have training programs or a job development effort to match its successful outreach.

Youth Motivation

Many companies participate in annual "Career Days" in schools to motivate minority youth toward jobs in their companies. But some companies reported more intensive and individualized programs:

In Los Angeles recently, employers helped organize a task force of 300 minority employees holding jobs at all levels, who went into individual classrooms—many in the schools from which they had graduated—to talk and answer questions about job opportunities and needed preparation.[9]

In a summer employment program, *Illinois Bell Telephone Co.* hired a number of Negro high schoolers. Before they returned to school, they were urged to let their classmates know of job opportunities at the company.[10]

Michigan Bell employed a small number of Negro high school seniors on Saturdays. When they graduate, they will step right into jobs at the company. A company representative will present a special certificate at the graduation ceremony. The company believes this will make a big impression on others in the school. The program has produced good employees and Michigan Bell will expand it.[11]

Publicity

While participants said there is no substitute for going into the ghetto neighborhoods to recruit, publicity supplements this effort:

The Chicago Merit Employment Committee has sponsored a "Merit Employee of the Week" newspaper series, featuring "success stories" of minority employees. These employees have also been placed on minority disk-jockey programs for interviews.

The *Los Angeles Merit Employment Committee* distributed 70,000 copies of "You Too Can Be a Winner," a handsome booklet featuring minority employees in varied jobs at different area companies with their own quotes stressing opportunity and the need to stay in school. (By contrast, a conference participant reported that recently a Philadelphia company, genuinely interested in hiring Negro youth, distributed a recruiting brochure to Negro high schools in which every employee pictured "was a nice white boy * * * nothing with which the kids could identify * * *.")

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[5] See pt. II, p. 33.
[6] See pt. II, p. 27.
[7] See pt. II, p. 49.
[8] See pt. II, p. 102.
[9] See pt. II, p. 52.
[10] See pt. II, p. 13.
[11] See pt. II, p. 11.

Employers in a number of cities said that they are regularly sending word of job opportunities to the Urban League, NAACP, YMCAs, settlement houses, and other neighborhood agencies and youth centers which regularly reach minorities.

The Job Fair, "Equal Opportunity Fair," "Career-o-rama", or similar employer-sponsored community effort is another method of establishing communication between companies with unfilled jobs and potential employees. *Thirty-eight cities were reported to be planning or holding Job Fairs this year.* Successful fairs have netted employers badly needed employees at surprisingly low cost compared to other recruitment methods.

Job Fairs are now concentrating on on-the-spot hiring, rather than general promotion of company opportunity. But this has only proved successful when a well-organized program of publicity, preliminary screening, and recruiting, in cooperation with community agencies has preceded the fair.

In *Indianapolis* 20,000 people attended the Job Fair, several thousand showed up for company interviews. A check 2 weeks later showed 560 hired; 4 out of 5 had been unemployed. Companies who sent their top officials as interviewers got the best response, because too many people had been turned away by personnel departments. "When they found out that vice presidents and presidents were interviewing * * * they felt freer to apply."[12]

The *Crane Co.* in Springfield, Mass., hired 23 of 55 men it interviewed at a Job Fair this year. The company learned from a previous Job Fair to send its most skilled interviewers (including one who spoke Spanish) to the Fair. Those hired are rated very good employees.[13]

The Third annual *"Career-o-Rama"* recently held *on Chicago's West Side* (one of several Fairs held in different minority neighborhoods) is part of a business-sponsored program to convince high school students to stay in school, and dropouts to return. The Fair was organized by business leaders in cooperation with every possible neighborhood organization: schools, religious groups, etc. A follow-up committee is now getting evaluations from these groups to see how youth regarded the program.[14]

FITTING THE JOB TO THE MAN

"What's Right With Him"

A surprising number of conference participants advocated this radical reversal of traditional employment procedure as a necessary and beneficial step for business as well as for the hard-core unemployed. *A new perspective* of the potential employee is needed: "Instead of looking for what's wrong with him, we need to look for what's right with him; what are his aptitudes and potentials?"

Others warned against stereotyping the "disadvantaged," "minority," or "poor" as fit only for assembly-type or low-skill laboring jobs. One job program developer cited a man who "failed" on three different industry jobs to which he had been referred, now doing excellent work as a "coach" advising and counselling other formerly unemployed people on their job and family problems. Another reported the case of a Negro man employed for 13 years as a night watchman, who is now a crackerjack manager of a busy employment office, displaying excellent administrative and managerial skills. Both had talents in different areas from those they had been placed in by employers.[15]

Dr. Samuel Cleff, an industrial psychologist with the Honeywell Corp., has been experimenting with new methods of identifying positive qualities in people and matching them to revised job descriptions. He asks unemployed what they have done and what they have done *best*—in work and non-work situations. He believes his findings will help companies hire people who can best do the work required for specific jobs.[16]

Bernard Haldane, director of the Foundation for Re-Employment,[17] has developed a system of "achievement pattern analysis" and a "reemployment program" also based on developing the "self-image" of the unemployed from "failure" to

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[12] See pt. II, p. 96.

[13] See pt. II, p. 97.

[14] See pt. II, p. 91.

[15] See pt. II, p. 35.

[16] See pt. II, p. 98.

[17] See Participants List at end of pt. I.

"achiever." The program seeks out and builds on the skills that the individual is *motivated* to use, and helps him develop better job-finding techniques. Haldane reports that more than 70 percent of the unemployed he worked with found jobs in less than 60 days.

More creative use and development of manpower was called for.—Several speakers cited the amazing ability of industry to train totally unskilled "Rosie the Riveters" with lightning speed for wartime needs. Brooks Bernhardt of the Monsanto Co. recalled training Italian goatherders for complex chemical and petroleum industry operations in wartime. Industry was urged to apply the same kind of energy and initiative to train today's unemployed.

A tendency to "overhire" was criticized by some participants, defended by others.

"We only hire people we think are promotable," said one company official. "But you don't promote most of them," replied another. "How many foremen do you need?"

Henry Shor of KLH Co. believes that there is a considerable number of people who will be satisfied and perform well at low-level jobs, and that they should not be expected to meet higher requirements. However, Mr. Shor agreed with others that employees hired at the lowest level should be given encouragement and opportunity to improve skills and advance.

Educational requirements are being greatly modified and relaxed by employers who find that a high school diploma is not really needed for many entry-level jobs, and that the high school product in their area often reads at a sixth-grade level. Some companies are working with local boards of education or developing their own programs to allow employees to get a high school equivalency while working.

In *St. Louis,* where almost every employer formerly required a high school diploma, a new business-organized job program has persuaded employers to restructure jobs. A recent sample of 900 job orders showed that 82 percent did not require high school education, and 55 percent would accept eighth grade or below.[18]

The *KLH Co.* has no educational requirements for its entry jobs. Employees go directly into a special training program before they go on the job. KLH relies on an exceptionally skilled interviewer and references (where available) for hiring decisions. The company has about 35 percent minority employees, and is enthusiastic about their performance in turning out a very high quality product.[19]

The *Polaroid Co.* has dropped former requirements for high school diploma, and conducts a training program which allows employees to get the diploma on company time and at company expense.

The *Thompson Ramo Co. in Los Angeles,* which formerly required a high school diploma plus 2 years of experience for electronic assemblers, was persuaded to try hiring graduates of the Opportunities Industrialization Center (O.I.C.), a ghetto-organized job preparation program, whose graduates often lack much formal education. After a 3-week trial, the company told the center, "We'll take all the trainees you can send."

However, the high school diploma remains a major obstacle to job opportunity. A Chicago job program administrator cited companies which require a diploma for a "fork-lift operator and the lowest kind of assembly jobs;" the director of a Spanish manpower program reported that she couldn't place a man with 18 years of welding experience in Cuba because he didn't have the required diploma.[20]

Testing is a major area where changes are taking place. Many employers now recognize that verbally oriented tests do not accurately reveal potential of Negroes and Spanish-speaking applicants. Psychologist Cleff reported that almost all tests now in use focus on skills of working with "ideas and symbols," but his analysis reveals that most jobs require working with "things." There are no tests to measure this kind of ability, he said.

Many companies today use the General Aptitude Test Battery (GATBY) developed by the U.S. Employment Service. This test is fine if you can read at a sixth grade level, said Bruce Cole of JOBS NOW, "but we have kids that can strip a car in 10 minutes who cannot pass the mechanics aptitude test."

The Inland Steel Container Co. does no testing before hiring. "We test after hiring, and find that the tests are invalid," said William Willard.

Pacific Telephone & Telegraph, Equitable Life Assurance Society, Illinois Bell, Metropolitan Life Insurance Co. were among companies who reported successful pilot projects in hiring a small group of applicants who did not pass regular tests, but indicated good potential. Most have become excellent employees.[21] *Pacific Telegraph & Telephone* gave these employees a special remedial education program; 39 of the first class of 42 are now permanent employees, and the program is being expanded.

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[18] See pt. II, p. 59.

[19] See pt. II, p. 20.

[20] See pt. II, p. 36.

Carl B. Kludt, manager of personnel development for *Hughes Aerospace Co.,* took 120 hard-core minority youth referred from social agencies as people with good motivation for work, ignored their test scores, and trained them successfully for clerical and electronic assembly jobs. But, Dr. Kludt emphasized, he did not tell their supervisors about their test scores or lack of high school diplomas. There was absolutely no difference in their achievement from others who met the usual requirements.

KLH uses no tests at all except a finger dexterity test for jobs where this is essential; even this test was developed and refined with present employees to be sure it was valid. KLH is convinced that no one without a high school education can pass the Wonderlic test. When this test was given to Negro supervisors who are regarded as excellent employees, they failed it. Said Henry Shor, "They never would have been hired, so we said 'to hell with Wonderlic.' "[22]

In New York, where Negro applicants regularly failed the Sheet Metal Workers apprenticeship test, the *Workers Defense League* gave special coaching to a group of Negroes. These boys got nine of the 10 top grades in the next test. They didn't need remedial education; they just had to learn how to take tests. Several conference participants recalled that they took cram courses on "how to take a bar exam," and agreed that helping Negroes learn how to take tests and fill out application forms could help open the door for good employees.

In most cases, employees hired without tests have worked out well. Companies relied on good interviewers, and worked with supervisors to convince them that these people were worth special attention and training.

Police records have been a major employment barrier for many minority applicants. But conference participants stressed that the frequency and causes of arrest differ greatly in ghetto and non-ghetto areas. "It's pure luck if you don't get 'busted' (arrested) if you grow up in the slums," said one. Several companies which have hired people with police records (who otherwise showed good potential) reported that they have caused no problems and some have become superior employees.

Henry Boardman of *Western Electric Co.* reported that a comparison of those hired with arrest records and those without showed no difference at all.

Pacific Telephone & Telegraph looks carefully at the record, distinguishing between arrest and actual conviction, and has gained several "superior employees" from among those with police records.[23]

William Johnson of the Center for Independent Action, who worked with *Indianapolis employers* setting up a job program for hard-core unemployed, said, "We ask employers to look at the kind of record. If it's not dangerous and the person is backed up by his local volunteer counselor who can testify about his home life and stay with him," the employer is urged to take the chance.[24]

Restructing jobs, dividing them into simpler and more complex parts has made it possible to employ people with lower qualifications in many companies, and provided advancement for employees working below their ability. It was generally agreed that this kind of effort, which has been going on in upper echelon jobs, can be done more extensively at lower levels.

Dr. Kludt described an effort to determine *minimal requirements* for gas company meter readers in the Los Angeles area. The company required a "knowledge of mathematics." Breaking this down to the precise operations required, Dr. Kludt finally got the company to agree that they could hire men who could merely add and subtract. Multiplication and division were not really necessary and could be learned in night school while the men were working.[25]

The Texas Division of the Champion Paper Co. restructured a considerable number of entry-level jobs last year, eliminating educational and test requirements, and hired hard-core unemployed referred by a job project which conducted a house-to-house canvass in high unemployment neighborhoods. The company reports that it has gotten "exceptionally good employees." As a result, it has since hired more through this program.

The *Dieboldt Manufacturing Co.* is among companies that have hired Negroes and Spanish-speaking workers at low-skill levels, and set up in-plant training to upgrade their skills, teach English and provide other remedial programs. The company employed no Negroes or Spanish-speaking people 3 years ago; today Negroes and other minorities are

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[21] See p. II, pp. 13, 15, 18.

[22] See p. II, p. 20.

[23] See pt. II, p. 15.

[24] See pt. II, p. 39.

[25] See pt. II, p. 47.

18 percent of the work force. Many are already moving up the ladder to higher jobs.

Upgrading present employees was recommended not only as a way to open lower jobs but as a frequently overlooked, major source of good talent, particularly among minority employees who may not have had opportunity or encouragement for advancement.

The Polaroid Co. and Equitable Life Assurance have instituted a job-posting procedure. All jobs that open up throughout the company are posted. Anyone who thinks he or she is qualified may apply. Polaroid works with supervisors, urges them to encourage minority employees who may lack confidence or need skill to take training courses to qualify, either in company programs or outside. Tom Brown of Polaroid urged employers to emphasize upgrading. "You have fellows in your stockrooms that could very easily be running a line as a supervisor, people doing jobs as clerks, typists who if given an opportunity could move up in your company."

Western Electric's Kearny Works took a look at its work force and wondered why there were no Negro supervisors. "We put in a crash program and interviewed every Negro male in the place," said Henry Boardman. "What we learned was fantastic." Negroes with college degrees and other qualifications were working at jobs far below their abilities. Western Electric instituted a special training program to prepare some of these men to be supervisors, then went on to use similar techniques with the total work force. As a result, the company has found excellent new supervisors, black and white, who had been overlooked by former promotion systems.[26]

Equitable Life formerly hired only college graduates for computer programers. Two years ago, it offered everyone in the company the opportunity to take two special exams for these jobs; one the regular IBM exam, the other a specially developed exam to indicate characteristics of thinking. Five hundred employees took the exam, 100 passed it. The company discovered that 60 percent of those passing did not have college degrees. It is convinced that a major source of higher level job talent is within its present employee population.[27]

Illinois Bell offers continuous training for employees, asks supervisors to be on the lookout for talent, and encourage employees to take courses for advancement. These are open to telephone operators, clerical employees, and all others.[28]

"Sensitivity" Training for Personnel Officials and Supervisors

Human relations training and other preparation of personnel officers and supervisors was held essential for success of any program to hire and train hard-core unemployed.

This is particularly important for the people at the first point of contact. "You need your best—not your worst—person at intake," said one participant. Many stories were told of companies where the guard at the gate or the girl who hands out employment applications actually makes company employment policy—regardless of what the president or vice president thinks his policies are. Receptionists and interviewers in State employment services, private employment agencies, and companies were all called guilty.

Employers were urged to carefully review present "intake" methods. "Are personnel people courteous, understanding? Do they give assistance or frighten the hell out of the prospective employee?"

"In personnel, the name of the game is to exclude," said one personnel manager, who agreed that this situation needs to be changed.

Dr. Kludt suggested rotating personnel people from time to time, putting them in wage and salary, training, or employee services because it "reorients them to the fact that they are there to *serve* people."

Apart from outright discrimination which still persists, personnel people need special ability to understand and relate to the special problems of the disadvantaged. The personnel interviewer dealing with Negro, Mexican-American, Puerto Rican or other minority persons should be "the most skilled person in the company * * * should have knowledge of different cultural backgrounds." For example: "In the Mexican-American culture, humility is a virtue. The Mexican-American is not likely to sound his own trumpet." His real abilities have to be carefully sought out."

"The silent ways we communicate * * * and fail to communicate," were stressed by Bruce Cole, of Chicago's JOBS NOW project.

For example: "If you wear your hat, you're crude if you're middle class. (But) if you're a lower class Negro, wearing a hat means you're a man."

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[26] See pt. II, p. 78.

[27] See pt. II, p. 18.

[28] See pt. II, p. 13.

Or: "Many Latin-Americans like to talk about a foot away from the interviewer while most North Americans feel comfortable about 3 feet away, so, what you have is the Yankee backing away and the Latin moving in * * * and neither of them is comfortable."

Or: (on looking the other person in the eye): "You can't do it more than 10 seconds, until you * * * are embarrassed * * * looking around the room. But nobody ever tells a Negro kid, 'don't stare.' He is going to look you in the eye (and) say, 'That white s.o.b. He doesn't like me * * *. He won't look me in the eye * * * won't trust me.' "

Personnel officials loaned by Chicago companies to the JOBS NOW project are learning a great deal about how to deal with the kids from Chicago's streets when they come for jobs and when they are on the job.[29]

In Boston, 300 company personnel officials who have worked as volunteer interviewers at Jobs Clearing House have learned a lot about the problems of Negroes in seeking, getting, and holding jobs. "They are getting accustomed to interviewing Negroes in a relaxed way, which is totally different from the way they interview in their own companies * * *. After they have gone back to their company * * * they know the problem we have on the other end," said JCH President Tom Brown,[30]

In *Denver, Colo.,* psychologist Jack Yuthas believes that "you can't really understand the disadvantaged unless you live with them for a while." With other University of Colorado professors, and in cooperation with the Denver Plans for Progress Council, he has been working with industry personnel people and school counsellors to give them first-hand experience with the problems of the high school dropout; his fears, frustrations, and hostilities.

Training for Supervisors and Foremen

Illinois Bell has run a series of "sensitivity training" courses for first- and second-level supervisors to develop awareness of special needs of minority and disadvantaged new employees. The company reports an "overwhelming response"; many of these people wanted to go out and do more in the community. Some of them are now doing volunteer tutoring of ghetto residents.[31]

Equitable Life placed its first group of employees who didn't meet usual qualifications under particularly sympathetic supervisors. When the company made clear to these supervisors that these employees would not be charged against their regular budget or efficiency rating, and urged them to take on the special challenge of training them, results were good.[32]

KLH has worked with Northeastern University in Boston to develop a course for training supervisors.[33]

The *Board for Fundamental Education,* which has concentrated on basic education for minority and other disadvantaged employees, will soon put on the market a series of tools for foremen, supervisors, and interviewers to help them work more effectively with a multicultural work force.[34]

Other administrative measures by top management to assure that new job policies are carried out down the line have been found necessary.

There was resounding agreement that the best policy or new approach from the president or vice president's office can get badly fouled up unless specific additional steps are taken to work this policy into all operating parts of the company.

When *North American Aviation Co.,* which has received plaudits for its policies in hiring and training minorities, analyzed employment statistics by department and division, it found some without a single Negro or Mexican-American employee. The company has now shifted administrative responsibility for equal employment policy from the personnel department to the line officials, creating a top management committee of vice presidents of all operating departments in the corporate structure, and a similar committee in each branch operation. These committees analyze minority employment statistics, review qualifications of present minority employees for promotion, and receive suggestions from an advisory committee composed of minority employees. There has been a notable increase of minorities employed in areas where they had been absent before, and in those holding supervisory jobs—even in plants in the South where "tradition and attitude" was supposed to prevent such things.[35]

Michigan Bell Telephone Co. keeps a monthly running inventory of minority employment records (which it is required to submit as a Government contractor) by district, division, and city. This is circulated to every operating department head. Looking at another city or department's better record spurs a manager to go out and do more on his own "before the boss comes in and tells him to do better." The company has also tried FEPC-type audits on its own personnel office operations, reviewing applications of minorities not hired. Some of these have been called back for second interviews, hired and turned out to be good employees.[36]

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[29] See pt. II, p. 27.

[30] See pt. II, p. 101.

[31] See pt. II, p. 14.

[32] See pt. II, p. 18.

[33] See pt. II, p. 20.

[34] See pt. II, p. 82.

[35] See pt. II, p. 7.

Education and Training

Orientation and counselling before training has been found most essential for many disadvantaged to become good employees. Such pre-training is now being done in some cities by social agencies and government job programs. In others it is still lacking, and as a result, employers are often disappointed with job program trainees.

Pre-training ranges from very simple practical things, like how to find the right bus or buying an alarm clock to get to work on time, to complex and subtle attitudes and emotional problems.

The important elements of pre-training are illustrated in the 2-week orientation course conducted by JOBS NOW in Chicago. They are:

—*Grooming and hygiene.*

—*Money management:* (How to avoid getting hooked on "credit terms," etc.)

—*Transportation:* (How to get to jobs on the public transportation system—something that is totally new for many.)

—*Job preparation:* (Company personnel explain what is expected from employees in the "work world;" trainees discuss with them their worries and concerns.)

—*Human relations training:* (Getting the youth to examine their own attitudes toward jobs, themselves, their community, life in general. "We try to provide them with an idea that there is a tomorrow.")

Similar courses were reported conducted by Opportunities Industrialization Centers (OICs) in Philadelphia, Los Angeles and other cities, by the Pulaski-Cavalry Rehabilitation Center in Huntsville, Ala., by the Cook County Welfare Department and others.[37]

"High-support"

Special attention that continues into training and on the job was also recognized as a necessity for the severely disadvantaged. The employer frequently complains that when he gives a "disadvantaged" person a chance, the employee "doesn't show," is tardy, or drops out after a short time.

Where a continuing "support" program has been carried on, whether by the company or cooperating social agency, results are much better.

JOBS NOW project clients get follow-up help from project "coaches" who ask employers to give them access to new trainees on the job, then follow through at home or wherever needed. But the employers are also asked to develop "support" themselves, through their own "coach" or a "buddy system." The results: 83 percent of youth referred to companies with "support" programs are still on the job, but only 24 percent are still working in companies where no internal "support" program was established.

JOBS NOW tells companies that if an employee has a problem the company should follow through; it can be referred to the social agency which is supposed to handle it, but too often the poor are merely "bucked around from agency to agency." If the *company* checks up ("uses its muscle") to see what has happened, chances are much better that the agency will do the job.[38]

The *Polaroid Co.* believes it is the company's responsibility to find out why employees "don't show" and try to help. "It could be the person is trying to hold down 2 jobs. It could be the babysitter didn't show. If one car breaks down, several people may become absentees. You have to be concerned with the total employee."

The *Opportunities Development Corp.,* a new business-supported job program in Buffalo, trained 200 "tutors"—many from ghetto neighborhoods—to work with newly placed trainees in the plant and help counsel them on and off the job, while providing needed basic education in after-work classes.[39]

In *Indianapolis,* a business-sponsored program has recruited volunteer counsellors who work with job trainees constantly on a 1 to 1 basis.[40]

This kind of support is costly. But conferees could not suggest any other program on a mass basis that would work. So far, best results come from individual counseling. However, many said that the high initial outlay would pay off in better, steadier workers. Some companies have already benefited from applying "support" techniques for disadvantaged new minorities to their regular work force, with resulting reduction of absenteeism and other problems.

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[36] See pt. II, p. 11.

[37] See pt. II, section D, p. 84–85; also section C, p. 63.

[38] See pt. II, p. 27.

[39] See pt. II, p. 25.

[40] See pt. II, p. 39.

Basic Education

This is a crucial need for today's unemployed, underemployed and for many employees whose jobs are being replaced with more skilled operations. Whether school dropouts, or products of inadequate schools, these people cannot meet industry's current requirements.

Some encouraging programs were reported, conducted by industry itself in cooperation with school systems, or by other agencies. There is strong evidence that *"the best place to train people is in the world of work."* Employees respond better to programs conducted on company premises than in educational institutions where they may have had earlier failures, or which are difficult to reach after work.

—The National Association of Manufacturers started a pilot program (MIND) several years ago, which raised reading, writing and arithmetic levels of Harlem youths by 4 grade levels in 100 hours of instruction.

—NAM's MIND staff worked with the *Corn Products Co.* in Argo, Ill., to develop a basic education program for company employees who could not qualify for new jobs. A pilot project for 38 employees was conducted 2 hours each day after working hours on employees' own time for an average of 79 class hours per employee. It helped raise educational levels from 2 to 3½ years. Although the company had some difficulties with work schedules and attendance, and did not get the full time projected for instruction, it is enthusiastic about results and is going ahead with a second program for 59 other employees. *Cost was estimated at $200 per student,* chiefly for salaries of the director and two "monitors," not trained teachers but sympathetic company officials who were able to give encouragement to the students. The *Corn Products Co. is now taking over the "MIND" program as a commercial enterprise* and will market it to other companies.[41]

—The *Campbell Soup Co. developed a program with the Chicago Board of Education* in which the board supplied teachers and materials for a course conducted on company premises. Twenty-four employees completed a course covering grades 1–6. Classes were held 2 hours daily, on employees' own time, before or after work. The company is so pleased with results that it is now opening the program to all interested employees. Ten percent of the hourly work force have enrolled, and a second course covering grades 7–12 is being prepared.

—The *Board for Fundamental Education (BFE)*, a nonprofit organization which has conducted in-plant basic education courses for about 80,000 employees, designs special programs to meet individual company needs. Courses are divided into 3 groups: from zero to grade 4; grades 4–8 and grades 8–12. BFE recently embarked on a program to upgrade 1,600 employees of the 12 largest steel companies in Chicago and Baltimore.[42]

Skill training programs

Some programs were severely criticized for training people without relation to or prior commitment of jobs, but the most successful ones have had an initial and continuing close relationship with business and industry. Where the business community has taken an active role in job programs, it has concluded that *jobs must be found and committed first,* then training programs developed and trainees recruited.

—In *Los Angeles, the Merit Employment Committee* and personnel and training experts from *The American Society for Training and Development* have helped organize, develop curriculum, provide instructors and materials for federally-supported skill centers and other programs which are training residents of ghetto areas. *About 99 percent of the graduates of the skill centers were reported placed in jobs.* This high placement rate was attributed to an intensive followup program by the Merit Employment Committee to assure that a graduate is placed in one company if another does not have a job for him. Many Los Angeles employers see the best hope for future training in more such "coupled" programs, where the prospective employee gets institutional training first, then moves into OJT programs in industry.

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[41] See pt. II, p. 80. See also, Resources list at the end of Pt. I.

[42] See pt. II, p. 82.

The Douglas Aircraft Co. has trained about 6,000 workers in this way.[43]

—In *Minneapolis, a Plans for Progress Council* of 70 major employers has entered into a new "coupled" program. It has a contract with the Labor Department Bureau of Apprenticeship Training (BAT), for dropouts aged 17–22. The local Opportunities Industrialization Center and two other agencies will recruit trainees and give them 20 hours of basic training weekly, for which they will be paid $20. Employers will hire these trainees for the other 20 hours weekly and pay them $30 per week. (All funds come from BAT.) The program allows 4–26 weeks for this initial training (OIC believes it will take 11 weeks) then trainees will automatically go into regular On-the-Job training programs in the companies.

—*Michigan Bell Telephone* recently participated in a special MDTA clerical training program for 30 hard-core unemployed women. After 26 weeks' institutional clerical training, they spent an additional 12 weeks in alternate periods of 2 weeks on the job at the company, 2 weeks back to school to concentrate on weak points noted by company supervisors, then back to the company for another 2 weeks, then back to school and so forth for the 12-week period. Fifteen of the women were hired at the end of this period; the others needed more training, but Ed Hodges of Michigan Bell said the "most important thing was the confidence gained by these women in their 6 weeks on the job. Most of them had felt they were confirmed failures and could never make it." [44]

—*Aerospace companies in Huntsville, Ala.,* have had remarkable success in pilot programs to train unskilled rural Negroes for relatively high skill jobs. Through an employer organization (Association of Huntsville Area Companies) they have strongly supported a local "rehabilitation and study center" which provides prework training, orientation and counselling, screens and refers applicants to the companies, which then provide skill-training under MDTA programs.[45]

RCA has trained 20 such candidates as reproduction technicians, electronic technicians, illustrator-trainees and file clerks, who now work at wages ranging from $1.90 to $3.75 per hour. Said Paul Klein of RCA, "These are some of the best employees we have. They have real motivation." [46]

—*The Western Electric Co. in Kearny, N.J.,* opened its established toolmaker apprentice-training program to the community by running a new program at night on the second shift. A special curriculum was developed for an initial 24-hour course in basic shop math, followed by 24 hours of blueprint reading, 24 hours of actual application, and 50 hours of direct shop learning on lathing, milling, and grinding machines. *Eighty men have graduated from the course; all are now employed at wages from $2.10 to $3.25 per hour.* Students in the present course are 80 percent Negro. Western Electric has persuaded neighboring companies to help furnish instructors.

Graduates of this course can enter some 1,000 firms in the area—many of which suffer serious skill shortages. This course was totally paid for by the company; the chief cost was instructor's time. Evaluating this cost, Western Electric's Henry Boardman noted that the company had spent $10,000 advertising for machinists and toolmakers in the previous year with no result. The training program cost just about the same and produced many skilled employees.[47]

Apprenticeship training

Several participants reiterated charges that restrictive union practices keep minorities from apprentice training for skilled trades. But this argument was countered by others. It was noted that apprenticeship training is not a major route to employment for the current 63 million non-farm employees in the United States. Even among construction employees, only 16,000 have had apprenticeship training, said Otto Pragan of the AFL–CIO.

Charles Keller, president of a New Orleans construction firm, urged industry representatives who sit on joint apprenticeship committees to take responsibility to see that Negroes get applications and equal opportunity to compete for apprenticeships.

In *Baltimore,* where a new USES Apprenticeship Information Center and a Youth Opportunity Center are trying to help Negro youth get into apprentice-type jobs, an employer organization discovered that many boys could not afford basic equipment required for an apprentice. (A carpenter needs

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[43] See pt. II, p. 51.

[44] See pt. II, p. 12.

[45] See pt. II, p. 63.

[46] See pt. II, p. 67.

[47] See pt. II, p. 75, for other examples.

$40–$50 worth of tools; fitters need more than $100 of equipment.) The businessmen set up a revolving fund of several thousand dollars, told the Center that when good candidates don't have money for equipment, the Center should sign an authorization and send them to Sears or Montgomery Ward, who have agreed to bill the fund. The apprentice pays back the loan at $1 or $2 per week.

There was some criticism about the unnecessary length of apprenticeships in craft industries. A carpenter's apprentice, for example, must work an 8-hour day, then go to school two nights a week *for 4 years* before he can become a journeyman. "With our modern educational know-how, why can't we design a program to train skilled mechanics in 2 years or less?"

Employers Take Leadership on Community Social Problems

"If we can actually sit down and talk with community (minority) leaders we may have accomplished more than could millions of dollars that we can conceivably throw into the community."

William E. Elston, American Airlines

"Remember that the poor have been footstools for officialdom all their lives. Someone is always doing something for them, to them, or on them, and their great desire is to be a part of the doing."

Chester Wright, Watts, Los Angeles

"We have recognized a totally new concept of how business must participate in community life."

William Boucher III, Executive Director
Greater Baltimore Committee

This "new concept" of participation is being carried out by individual companies, by joint employer councils and by a growing number of joint employer-community organizations, in which business leaders work with a broad spectrum of citizen groups, social and other civic agencies.

Joint efforts usually started as job-finding programs, inevitably discovered that training and education were primary needs, and, therefore have become involved with training, schools, and in some cases, with housing, transportation, health and welfare and other job-related problems.

How to establish communication, how to know who are "real" minority leaders, how to get existing agencies and programs to work together constructively, were frequent questions raised at the conference. Those working on cooperative programs had some answers:

—*The best way to reach* "real" minority leaders is to contact the agencies who work in their neighborhoods; social agencies, YWCAs, NAACP, Urban Leagues, neighborhood and civic organizations. Beware of thinking that you can deal with any one "leader." It may seem easier, but it won't reach all the people you want to reach.

—*Where cooperative programs* have been established, existing agencies and programs have been meshed into the overall structure, without duplication, or stepping on anyone's toes. Most existing programs are struggling with inadequate resources; use them for that part of the program they can do best, then develop additional program where it is needed.

—*A coordinated community job program* eases the pressure on employers, particularly smaller employers, who have been beseiged by requests from different job programs. It can provide the busy employer with a quick central source to find where to go for what. Two community programs—Newark and Baltimore—have published digests, summarizing information, individual names and numbers to contact on all job training programs in their areas: (Newark's BICC listed 43 such programs in its Digest of Opportunities.) [1]

Most community job programs have raised local funds first, then gone after government—or in some cases foundation—grants for large-scale training programs. This process has been long and sometimes discouraging, but the "pioneers' " experience should help ease the way for those who follow. Some sources of technical help were suggested at the conference.[2]

Community Job Programs

Some cities, notably Indianapolis and Los Angeles, have started job programs as a purely business effort on the theory that if business bears full responsibility it will do the job better. However, these programs have relied heavily on cooperation with a network of social and community groups.

More cities—among them Newark, Rochester, Buffalo, St. Louis, Baltimore, Huntsville, Ala., and Oakland, Calif.—have involved a broad cross-section of the community (minority groups, social and government agencies, religious and civic leaders and others) from the start in developing and operating their programs. They believe that the urgent need for communication between these separate groups can only be met through this kind of organization, which enables constant communication of problems, assessment of resources and assignment of specific responsibilities.

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[1] See pt. II, p. 72.

[2] See Resources listing at end of pt. I.

—In *Indianapolis,* the business-sponsored project got substantial job commitments from employers, recruited and trained hundreds of volunteers to work with unemployed as individual counsellors, helping them through screening, training, job placement and follow-up on the job. Major business firms contributed interviewers, experimentally hired people who didn't meet regular standards, and wound up keeping many of them as permanent employees. The Chamber of Commerce plans to continue sponsoring the program.[3]

—In *Los Angeles,* a major effort involving thousands of employers was started by the Chamber of Commerce following the Watts riots, to work intensively on hiring, training, placement, counselling, motivation and other problems, in cooperation with government and private job programs.[4]

—In *Newark, N.J.,* a working federation of business and industrial leaders, civil rights and other community groups already has placed more than 5,000 Negroes in jobs and is moving out from initial job placement into more complex problems of education, training and basic community needs.[5]

—*Rochester Jobs, Inc.,* is a recently formed corporation with a similar broad representation of business and civic groups (including the militant Negro "FIGHT" organization which has shaken up the community). It has secured an initial commitment of 1,500 jobs and initial funds from industry, and is using members of civil rights and neighborhood organizations to recruit, counsel and help steer unemployed to training and jobs. While starting with jobs, the Rochester organization is already committed to work on schools, housing and other community problems.[6]

—In *St. Louis,* Work Opportunities Unlimited (WOU) has the presidents of the city's largest corporations on its board of directors along with leaders of minority groups, unions and other community agencies. It has 5,000 job orders in a "Job Bank" and has placed about 1,800 people in 1 year of operation. The gap between the two figures illustrates the extensive programs of recruiting, screening, testing, counseling, training and supportive services needed to place most hard-core unemployed in jobs. WOU is using several government programs (particularly those of the Bureau of Apprenticeship Training, U.S. Department of Labor) and a number of closely coordinated local agencies for this complex job.[7]

—In *Buffalo,* the Opportunities Development Corporation is another broad, representative community organization, brought together by the city's Chamber of Commerce. It got an initial commitment of 1,000 jobs and $40,000 seed money from local industry, then developed a job training program which has received $3 million in Federal grants. Of the first 400 people placed in jobs, 110 came directly off relief rolls.[8]

—In *Oakland, Calif.,* business leaders helped form a tripartite organization of business, labor and minority representatives, which in cooperation with the State Employment Service and other government programs has placed 3,000 people in jobs in the past 3 years.

—In *Baltimore,* the Voluntary Council on Equal Opportunity, an interracial group composed of heads of business and industry, education and other civic groups, finds that the "interlocking" organizational memberships of its board provide needed exchange of information and project it into action on many community needs. Employer members started with equal employment and training programs in their own companies, then started visits of "teams of two" substantial executives to other major executives to promote the program. The Council has sponsored workshops for school counsellors and teachers, motivational programs to prevent dropouts, and is moving toward further cooperation with public schools, and vocational training programs. It also aids "self-help" programs in the ghetto, and provides liaison for its members with all employment and training programs in the area.[9]

—In *Huntsville, Ala.,* in the heart of the South, an employers' association has formed a working alliance with Negro and other citizen groups, public and private agencies to train Negroes for jobs, improve education at all levels, and support other basic community programs which contribute to making disadvantaged people employable. Top executives of major aerospace companies are active members of this association, which carefully analyzes and involves existing resources and programs, and continues to support and encourage these before it develops new programs for unmet needs.[10]

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[3] See pt. II, page 39.
[4] See pt. II, page 43.
[5] See pt. II, page 72.
[6] See pt. II, page 55.
[7] See pt. II, p. 59.
[8] See pt. II, p. 25.
[9] See resources listing at end of pt. I.
[10] See pt. II, p. 63.

Other Community Programs

Following are activities indicating new business involvement in job-related community problems including education, transportation, housing, health, and welfare:

Schools

> ***"Educators say, 'We don't know what to do with business; they don't cooperate. They don't talk to us.' You say to them, 'When was the last time you talked to business?' 'Well, we're waiting for them to come to us,' and business groups say 'Damned educators * * * they don't understand.' "***
>
> **William Flynn**
> **National Association of Manufacturers**

The growing conviction that business must take the initiative to bridge a great communication gap with the schools is reflected in NAM's recent establishment of a special education committee.

Job training programs were called only "remedial," "treating the symptom and not the disease," or as one conference participant put it:

"It is impractical to allow public schools of this country to produce a product which you cannot use while you are paying for it."

The most frequent complaints voiced at the conference:

—*Elementary and secondary school graduates do not have basic skills* for present and future job needs. (In many cities high school graduates were termed "sixth-grade readers.")

—*Vocational education is still training "buggy whip makers"* and similar outmoded skills rather than for industry's increasingly technical needs.

—*School counsellors and other school personnel are often totally uninformed about actual job opportunities* in neighborhood communities. Also, they are frequently prejudiced and hold unfair "stereotypes" about industry or factory type jobs.

Beyond these criticisms is recognized a fundamental *mutual need* of schools and industry to find new ways to identify potential skills and adapt them to changing situations.

Some specific recommendations made to business:

—*Get on local school boards;* become actively concerned with the quality of elementary and secondary education in communities from which you expect to draw employees.

—*Investigate your local vocational education programs;* find ways to help develop curriculum, provide instruction and materials to relate these programs to your needs.

—*Find a systematic way of sharing the business world with educators,* rather than the once-a-year "Career Day" type of operation.

Traditionally, business has not been active on local school boards. It was suggested that "companies don't want executives taking strong political positions because it might interfere with public relations."

But this attitude is changing:

"I think we're going to see more businessmen on school boards; we do have accountability in this area," said Randall Klemme, vice president of Northern Natural Gas Co., of Omaha, who has just become the first businessman on the Omaha School Board.

Some examples of successful cooperation of business and education:

—Several years ago, the employment manager of *Western Electric Co.,* Kearny Works, looked at the "general" high school curriculum. He found only 1 year of science, 1 year of math, and industrial arts courses featuring "woodworking" and "leathercraft." His investigation led to a program called "Narrowing the Distance."

First, principals of six high schools were invited to tour the plant and participate in extensive evaluation sessions, exploring present and future job needs. The immediate payoff: several new courses introduced the following fall in basic technology, applied physics, applied chemistry, and a new electronics lab.

Western Electric then set up an 8-week intern program for school guidance counsellors, exposing them to industry at work and needed educational preparation. The company paid them the equivalent of their school salaries. Evaluations of the counsellors (like those of school principals) at the end of the session revealed immense changes in attitudes and concepts about industry job opportunities. Said one:

"I'm still in a state of shock after my visits to the Princeton Research Center and Clark Plant where I viewed new technology and became aware of the tremendous implications that these developments have for the world of work."

One "intern," the head of an industrial arts program at a nearby high school, has started to develop a radically new curriculum for his school, in which realistic vocational training is incorporated and related to the entire academic program. The school expects to get help from industry through provision of expert speakers and a cooperative work-study program for senior students.[11]

—*The Jersey City Chamber of Commerce* has conducted an in-service training program for teachers (for which they get regular credit) in which business and industry representatives describe varied vocational requirements in area industries.

—*Pacific Telephone & Telegraph Co.'s* "Bridging the Gap" program brings high school counsellors and teachers to the company for workshops and up-to-date information on jobs, conducts plant tours, and workshops for high school students and provides exhibits, films, talks, and discussion materials for schools. *Illinois Bell Telephone Co.* has also conducted summer programs for counsellors and teachers at the company.

—*Denver's Plans for Progress Council* and the University of Colorado sponsored a unique program in which high school counsellors spent 1 week in the streets experiencing daily problems of minority kids seeking jobs, then joined in seminars with industry personnel people to jointly explore job needs and job counselling problems.[12]

—In *Huntsville, Ala.*, AHAC (an association of major employers) has become deeply involved in programs to improve schooling at all levels. AHAC has worked with local and state vocational education officials to develop new curriculum, and has provided instructors and teaching materials. It helped develop and write a proposal which won a $2.7 million Ford Foundation grant to fundamentally improve preschool, first-, second-, and third-grade instruction in Huntsville schools. AHAC members see this as a "long-term investment." "It's hard to get qualified people to come South. We are growing our own," said Paul Klein, manager of RCA Service Co.[13]

Some questioned whether it was proper for business to "invade" the "ivory tower of educators" or whether it was possible to breach these "impregnable walls" of education. Businessmen who have been actively involved dismissed these fears.

"The whole idea is so simple—it merely means getting together people who should be talking to each other." In Huntsville, for example, business relations with school boards and city and county education officials have been excellent.

"Their reaction was, 'Oh boy, industry people are taking an interest in education; they are going to tell us what they really need and are going to help us,'" said Clinton Grace, IBM manager in Huntsville.

If educators try to defend outmoded systems, it was suggested that a few corporation heads sponsoring a study of local education could provide a most effective means of getting change.

Transportation

> *"The Jobs Are Leaving the People."*
>
> *"The city of Philadelphia is losing 9,000 jobs a year. * * * But metropolitan region employers are crying for workers at skilled and semiskilled levels. * * * How does the man in the ghetto get to the jobs? * * * Regional transportation systems are oriented toward getting the suburban workers into the city to work and then back at home at night. * * * The ghetto dweller may have to spend 2 to 4 hours covering the same map distance his suburbanite brother covers in 45 minutes."*
>
> **Alvin Echols, Executive Director**
> **North City Congress, Philadelphia**

This "Philadelphia story" was reported as a basic pattern throughout the country. For example, in Chicago, job programs find it very hard to get unemployed youth to travel 3 hours daily to jobs offered at $1.90 per hour.

Some urged that industry consider locating or relocating operations in the cities where workers live. Others said this is not feasible, because industrial development would displace homes of poor minority families, or be prohibited by zoning and other restrictions.

One participant said realistically: "We move where it's economic." Another added, "and where there are good schools."

In New Orleans, reported Charles Keller, a countywide government has started to revise zoning to provide industrial locations close to the central city, coupled with improved local transit. But most cities must contend with multiple political jurisdictions at their borders, making it much more difficult to plan comprehensive zoning and transportation.

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[11] A detailed report on these activities is given in *"Patterns of Participation,"* published by Western Electric Co., Kearny, N.J.

[12] A report on this program is available in a reprint of "Maybe Tomorrow," published by *Monitor*, Mountain States Telephone Co., Denver, Colo.

[13] See pt. II, p. 63.

A few examples of employer efforts to improve transportation:

—*In Los Angeles,* North American Aviation and several other large companies, individually or jointly, are providing bus transportation to bring central city ghetto residents out to jobs.[14]

—*In Long Island, N.Y.,* a company located in an industrial park with 134 other firms which employ 10,000 people and suffer a chronic shortage of unskilled and semiskilled workers has helped start a pilot program of bus service from areas of high unemployment, aided by a Federal grant. So far, employers, employees, and bus company are very pleased with the results.[15]

Better transportation systems were recognized as an urgent short-term need. However, some participants felt that the only long-range solution is available housing for minority workers, and all workers, at prices they can afford, near their jobs.

Housing

> ***"Business is becoming very aware * * * that the question of jobs and education and housing are not separate problems. They are related."***
>
> **W. Paul Stuber, Employment Practices Manager, Reynolds Metals Co.**

> ***"As we move to the suburbs and surrounding communities * * * housing must be found where jobs are."***
>
> **Edward W. Siebert, Civic Affairs Manager, Caterpillar Tractor Co.**

A number of large companies first became involved in housing discrimination problems when badly needed professional Negroes turned down job offers because they could not find suitable housing for their families. But a few companies and employer groups are now more actively involved in the problem of housing for workers at all levels.

—When *North American Aviation* moved a large operation to Palmdale, Calif., "the only place Negroes lived was a little shantytown way outside. * * * We had to talk to local business people, bankers, and real estate people. We said, 'We're coming up here, we've got this kind of a work force, what are you going to do about it?' Well, they began doing something about it. If whites can move to the suburbs, Negroes ought to be able to move there," said Dwight Zook, Corporate Director, Personnel Services, of North American Aviation.

—*The Caterpillar Tractor Co.,* largest single employer in the State of Illinois, has actively supported local and State fair housing legislation and has worked to involve other business and industry leaders in programs for open housing and elimination of slum housing. The company also assures that housing listed by its transferred employees is available to all.[16]

—When the *Boeing Co.* in Seattle radically increased its employment last year from 60,000 to 90,000, it recognized that housing discrimination was a barrier to minority employment. The company set up its own listing service, permitting any house, apartment, or lodging to be listed without fee providing it was open without discrimination. The company got about 2,000 listings. Major expansion is finished, but the company is continuing the service.

—*Reynolds Metals Co.* opened a new plant in a Deep South area where no Negroes lived. The company first explained to the city government and real estate people that Negro workers would be coming and asked their support and cooperation. "We are pleased to say that we got it," said Paul Stuber, Reynolds employment practices manager. Negroes at various job levels were able to find suitable housing. "We think the preplanning that went into this paid direct dividends."

—*AHAC* in Huntsville, Ala., has also helped Negro employees get housing in white areas. The Association has worked to get more low cost rental housing and public housing, to rehabilitate substandard housing, and to relocate displaced families. It organized a committee representing the Home Builders Association, Board of Realtors, Mortgage Bankers, Housing Authority, and others concerned to get action on these problems.[17]

—*In Chicago,* as the conference was meeting, thousands of businessmen were participating in a Good Neighbor project, holding workshops in suburban and metropolitan Chicago areas to debunk myths and fears about falling property values upon entrance of minority families into neighborhoods. The project was sponsored by the Leadership Council for Metropolitan Open Communities headed by Joseph Cook, president of the Illinois Bell Telephone Co.

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[14] See pt. II, p. 52.

[15] See pt. II, p. 106.

[16] See pt. II, p. 89.

[17] See pt. II, p. 63.

But a participant commented that the involvement of business in housing problems appears to be still fairly limited, and not recognized as an essential, economic business factor. When *General Electric Co.* took the case of a Negro engineer who had not been able to get a house in the Philadelphia area to the State Human Relations Commission, "We were told that this was the first time an employer in the State of Pennsylvania had made any statement * * * in the interest of fair housing," said George Lehman, of General Electric.

Fair housing is not the only problem for minority workers. First and foremost, the Negro needs housing he can afford.

Employers were urged to be more actively involved with basic land-use policies, zoning, and other political decisions in communities surrounding their plants.

Alvin Echols, executive director of the North City Congress in Philadelphia, challenged businessmen to look at the inefficient way their tax dollar is used:

"High-rise public housing is constructed in the ghetto at a cost per unit of $21,000 or more, for which you can build at least two $10,000–$12,000 houses in suburban areas in this region."

Mr. Echols warned that if suburban areas are zoned so that it is impossible to build low or middle-income housing, fair housing laws will be meaningless. Local political units pass restrictive measures making it impossible to build lower cost housing. Also, local mortgage requirements demand that a man have a minimum income of $6,000 to afford the lowest priced currently available housing. "That is a little less than $3 an hour. Can housing be built for lower income workers? Is rental housing available in your area?" he asked.

Health and Welfare

In communities where joint employer, or employer-community job programs have been established, health and welfare services have been involved in their organizational set-up, and used to help provide counsel and prepare disadvantaged for jobs.

In Illinois, the State Chamber of Commerce actively supported a major increase in funds for the State Department of Public Aid, which has helped reduce relief case loads by providing needed counselling, training and supportive services for welfare clients to become self-sufficient workers. Employers have cooperated with the Department on job-training projects.[18]

Health problems remain a major obstacle to reducing unemployment. William Robinson, director of the Cook County Department of Public Aid, reported that the majority of those now on "General Assistance" in Chicago are there because of "emotional, physical, and psychological reasons." Therefore, the work-training programs which his department has developed must have very intensive physical and mental health and other supportive services, and this means more staff, and more funds.[19]

Day Care for preschool children of unemployed women who want to get training and work is another major need. Some employers recalled the in-plant day-care centers provided by industry during World War II, when women were a vital labor source, and suggested that similar efforts might be considered again.

—*The KLH Co.* in Cambridge, Mass., with a high percentage of women employees, discovered that child-care problems were a major cause of absenteeism. The company has just started an in-plant day-care program and is receiving funds for this pilot project from the Children's Bureau of the U.S. Department of Health, Education, and Welfare.[20]

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[18] See pt. II, p. 84.

[19] See pt. II, p. 84–86.

[20] See pt. II, p. 22.

The Business Community Organization

Business is becoming increasingly involved in community social problems. Business-community job organizations are helping business meet its job placement problems. Such broad-based groups were seen as the most effective means to assure effective employment for the hard-core as well as effective community action on social problems obstructing such employment.

—In *Huntsville, Ala.*, and *Newark, N.J.*, the business-community organizations originally formed to work on jobs are already deeply involved with education, health and welfare, and housing.[1]

—In *Rochester, N.Y.*, the new community job program recognizes that its activities must be broadened in the future. A similar trend was reported by the *Voluntary Council on Equal Opportunity* in *Baltimore*. The Community Relations Program of the statewide *Associated Industries of Massachusetts* has established liaison with, and helped coordinate, employment programs, and is now starting to work in other areas.

Once communication among business, minority groups, schools, and social agencies is established through a regular working channel, the need for broader action becomes evident, and it is easier to start cooperative programs.

Business-community organizations have started in different ways, but all appear to have these common essentials:

—*An initial core of dedicated, committed top business leadership,* men who will go out to sell the idea to others. In some communities Plans for Progress firms supplied this core, in others the Chamber of Commerce; sometimes leadership was provided by just 1 or 2 top businessmen.

—*Effective communication and working involvement with genuine representatives of the minority community,* and the complex of private, local, State, and Federal Government agencies working on community social problems.

—*Full-time staff and budget.* Although many groups started with volunteer services of business and community agencies, such as the Welfare Federation, all have found it necessary to provide full-time staff once the program gets going.

—*Flexibility in organization and structure,* enabling quick and effective response to problems as they arise, rather than fixed commitment to a single program.

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[1] See pt. II, p. 63 and 72.

An Action Program for Business and Industry

Business and industry should be doing much more, right now, on job programs for unemployed and on related community problems, said conference participants. Their sense of urgency was borne out by the summer's upheavals in cities across the Nation. What needs to be done, and how to go about it, may differ from community to community, and can best be developed by local leadership, participants said, but certain basic actions were suggested. Your own company or corporation can undertake at least some of these activities reported at the conference:[1]

Concentrate recruitment on the 80 percent in the ghetto who can be made employable and provide a real reservoir of talent and ability, rather than the 10 percent who can find employment for itself, or the 10 percent representing chronic problems.

Develop new recruitment systems. Let opportunities be known through the use of recruiters and organizations in the ghetto.

Develop new methods of screening and testing prospective employees, taking into consideration the life experiences of the applicant.

Expand on-the-job training. Downgrade job development programs which demand long periods of training prior to job opportunity.

Consider allowing for a certain percentage of "higher risk" employees.

Develop a counselling program for new employees. Initial counseling is important to help avoid pitfalls of high interest credit buying. Ghetto employees also face multiple problems in their lives which affect job performance. Housing, health, legal, and other problems could be brought to an on-the-job counselor who could refer employees to appropriate service agencies in the community. The counselor should *monitor* the way in which these agencies respond. This monitoring would have great impact on how agencies deal with the problems. Business contributions to community agencies justify active concern about the way they provide service.

Help develop credit unions, cooperative purchasing clubs, etc., which reduce employees' need to rely upon exorbitant credit demands often prevalent in the ghetto.

Develop "worker sponsors" already on the job to help new workers master demands of their new job environment. Identify such worker sponsors and give them status.

Institute rapid, short-step promotions where possible. Good performance should be rewarded quickly rather than relying upon big jumps spaced over longer periods.

Stimulate educational development of employers and reward it where possible by bending rules and employment policies.

Provide new programs for rapid and cheap transportation to and from work.

Support the work of employees who attempt to improve their own neighborhoods and communities in their free time. Where appropriate, make small grants to local institutions in which these employees are involved.

Here are some suggested activities you can undertake with others in the community:

Assist development of new business within the ghetto.

Promote broader job efforts through trade associations, which can concentrate on employment problems common to their particular industry. Work through associations of personnel administrators, industrial relations managers. Communicate successful action through publications of these groups and through company house organs.

Urge schools of business administration to add courses dealing with the specific problems of qualifying and employing disadvantaged minorities. (A participant stated that no major business school has such a course today.)

Become actively involved with the quality and content of education—elementary, secondary, and vocational—in your community. Serve on local school boards; establish a continuous relationship and interchange with vocational and counseling programs.

Use business influence and "muscle" to get housing—at convenient locations and at prices they can pay—for minority employees. Recognize that adequate housing is an essential factor to get and retain good employees.

Help organize a joint business community program. Consider the experience of communities which have found it most effective to start with a broad-based organization including minority group representatives, social and civic agencies, and others to plan and work on job and job-related programs.[2]

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[1] See pt. II, p. 5, for reports of company programs.

Specific groups will differ in each community, but a program might start with:

Chamber of Commerce, Plans for Progress Council, or other employer group.

Representatives of minority organizations, such as NAACP, Urban League, CORE, and/or other local action groups, and neighborhood organizations which have real contact with minority residents. In some areas representatives of Puerto Rican, Mexican-American, or other minority organizations should be included.

Social agencies with services and links to minority community: YMCA, neighborhood houses, churches, etc.

Public agencies: local employment service, board of education, welfare agency, youth opportunity center, representatives of mayor's office, local human relations commission, etc.

Council of churches, ministerial alliance and civic groups concerned with employment, training, and jobs.

Some basic guidelines for a community program:

—Find out what is being done; what needs to be done.

—Organize to coordinate and support existing programs.

—Develop new programs to fill major gaps.

—Use experience of other communities as a guide; call on public and private resources for advice and assistance;[3] utilize local resources.

For example: A local university's urban affairs department can help research basic community needs in housing, transportation, health, etc. The university can also help develop training programs.

Manpower resources for job programs might include retired executives, retired office managers and supervisors, and retired foremen and craftsmen.

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[2] See p. II, Section B, for reports on community job programs.

[3] See following page for some suggested resources.

Resources

The NATIONAL CITIZENS' COMMITTEE for COMMUNITY RELATIONS of the Community Relations Service is a central resource for information about community job programs and technical and financial assistance available from private and government sources.

The Committee will provide:

—Information about and referral to successful community programs.

—Consultation and technical assistance by task forces of private employer and/or Federal experts.

—Assistance in forming a business-civic organization.

—Guidance in developing regional conferences on job and job-related problems.

—Information about relevant Federal programs.

—Direct contact with proper Federal agency in Washington.

For assistance, contact Mr. Charles A. Tuller, program director, National Citizens' Committee, Community Relations Service, Washington, D.C. 20530. Tel: 202-386-6422.

●

A number of other resources for technical assistance on job programs and job-related social problems were identified at the conference. Following is a brief list, by no means all inclusive: [1]

Private National Organizations

American Society for Training & Development
Carl B. Kludt, Director of Community Affairs Program
6135 S. Central Avenue
Los Angeles, Calif. 90001 Tel: 213-232-2459

This professional society of industrial training experts has provided staff and technical assistance to community job programs in the Los Angeles area. It now offers to help other communities organize effective programs and get financial support from private and government sources.

●

The Board for Fundamental Education
Dr. Cleo W. Blackburn, Executive Director
146 E. Washington Street
Indianapolis, Ind. 46204 Tel: 317-639-4281

A non-profit institution. Designs in-plant basic education programs geared to company needs. (Courses from illiteracy level to high school equivalency.) Provides other services to help disadvantaged help themselves, such as prevocational counselling, education in consumer economics.

●

Chamber of Commerce of the United States
Mr. Richard L. Breault, Manager
Community & Regional Resources Development Group
1615 H Street, NW.
Washington, D.C. 20006 Tel: 202-659-6170

Consultation on job programs, community development programs and creating the business-civic organization.

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[1] For information on other programs mentioned in text, refer to Participant List at the end of pt. I.

MIND (Methods of Intellectual Development)
Mr. L. T. Knauff, Vice President
18 W. Putnam Avenue
Greenwich, Conn. 06830 Tel: 203–869–1350

Originally developed by the NAM as a pilot basic education program to upgrade employees, this program is now a subsidiary of the Corn Products Company. It will conduct training programs or provide consultant service to help companies set up their own programs.

●

Plans for Progress
1800 G St., NW.
Washington, D.C. 20006 Tel: 202–961–5556

A small staff, loaned by member companies, assists in organizing local merit employer councils and conducts local manpower development seminars.

Literature on company "Plans" for equal employment opportunity.

●

STEP (Solutions to Employment Problems)
William Flynn, Director
National Association of Manufacturers
277 Park Avenue
New York, N.Y. 10017 Tel: 212–826–2100

A continuing series of written *case studies* detailing how companies are meeting specific employment problems: training, retraining, upgrading, basic education, recruiting, etc.

Staff assistance to aid businessmen and business-community organizations on job programs.

Film: "The Bridge" (20 mins.) What Business Can Do To Help on the Dropout Problem.

●

The Urban Coalition
Christopher Mould, Staff Director
1819 H St. NW.
Washington, D.C. 20006 Tel: 202–293–1530

Urban Coalition is a national effort to encourage the creation of the local level of trans-community bodies to provide communication and action in employment, education, housing, welfare, and other urban problems.

●

Community Job Programs

Listed are some of the organizations referred to in the report which should be able to provide details on their structure, organization, and program. Some may be able to give further assistance.

Associated Industries of Massachusetts,
Walter Palmer,
Director of Human Relations,
4005 Prudential Tower,
Boston, Mass. 02199, Tel: 617–262–1180

Association of Huntsville Area Companies,
L. C. McMillan, Director,
2205 E. University Drive,
Huntsville, Ala. 35805, Tel: 205–539–8174

Business & Industrial Coordinating Council,
William A. Mercer, Coordinator,
46 Branford Pl.,
Newark, N.J. 07102, Tel: 201-622-3750

Employment Opportunities Committee,
Indianapolis Chamber of Commerce,
Carl R. Dortch,
Executive Vice President,
320 N. Meridian St.,
Indianapolis, Ind. 46209, Tel: 317-635-6423

JOBS NOW Project,
C. Joseph Ehrenberg, Jr.,
Executive Director,
1020 S. Wabash Ave.,
Chicago, Ill. 60605, Tel: 312-922-3414

Los Angeles Merit Employment Committee,
Merl R. Felker, Chairman,
Douglas Aircraft Co.,
3000 Ocean Park Blvd.,
Santa Monica, Calif. 90406, Tel: 213-399-9311

Opportunities Development Corporation,
Dr. Allan H. Bush, Executive Director,
121 Ellicott St.,
Buffalo, N.Y. 14202, Tel: 716-854-4060

Rochester Jobs, Inc.,
Edward Croft, Director,
Sibley Tower Bldg.,
25 North St.,
Rochester, N.Y. 14604, Tel: 716-232-2600

Tri-Faith Employment Project,
Monroe Sullivan, Coordinator,
116 S. Michigan Ave.,
Chicago, Ill. 60603, Tel: 312-263-2558

Voluntary Council on Equal Opportunity,
Alfred P. Ramsey, Chairman,
1901 Gas & Electric Bldg.,
Baltimore, Md. 21203, Tel: 301-752-5260

Work Opportunities Unlimited,
Mr. Fred Karches, Director,
1700 S. Second St.,
St. Louis, Mo. 63104, Tel: 314-MA. 1-0929

Federal Agencies for Assistance and Funding

I. DEPARTMENT OF LABOR, *Manpower Administration*, Washington, D.C. 20210 (AC 202)

A. *Bureau of Apprenticeship and Training*. Administers programs for the development, expansion and improvement of apprentice and training programs to provide employees in the skilled crafts and trades. Program grants, technical assistance and printed materials are available to employees.

CONTACTS:	Mr. Hugh C. Murphy, Administrator	961-2644
	Mr. George W. Sabo, Deputy Administrator	961-2483
	Mr. Robert C. McConon, Director, Office of On-the-Job Training	961-5244

B. *Office of Manpower Policy, Evaluation and Research.* Provides grants for experimental and demonstration programs involving new approaches and innovative techniques in such areas as recruiting, counseling, training and placement, which are suitable for action programs; includes basic education and occupational training.[2] Grants, technical assistance and printed materials are available.

CONTACT:	Mr. Judah Drob, Chief, Division of Program Utilization, Office of Special Manpower Programs	961-2232

C. *Bureau of Work Programs.* Administers several employment-training programs through which employers can hire "participants" or serve as sub-contractors:

Neighborhood Youth Corps—Provides part-time work and on-the-job training for high school age youth from low-income families, through grants to local sponsoring groups; also provides for training costs to private employers for OJT projects in which employers pay wages.

---

[2] OMPER also administers programs of *indirect* assistance to employers: a pilot program of relocation assistance allowances' of grants and loans, to involuntarily unemployed workers who can obtain jobs from employers in other localities; and a program of occupational training and retraining of persons in designated redevelopment areas, to qualify them for existing job vacancies, among other positions. Grants, technical assistance and printed materials are available.

Special Impact Program—Provides a work-training experience for persons 16 and over who are unemployed or members of low-income families, via projects in and for poverty-stricken urban communities and neighborhoods, through grants to local sponsoring groups.

New Careers Program and Operation Mainstream—Adult work-training employment programs geared first toward position in public service and ultimately to permanent positions in private industry as well, through grants to local sponsoring groups.

(These programs are generally sponsored by public agencies, community action groups or private non-profit organizations.)

CONTACTS: Dr. James F. Tucker, Director, Office of Operations............ 961–5545
Mr. Leonard Burchman, Director, Office of Public Affairs....... 961–3784
(The best contacts for specific information on these programs are the 7 regional directors of the Bureau, since grant decisions are made at this level, not in the Washington office.)

D. *Bureau of Employment Security.* Provides several information and technical assistance services to private employers through the United States Employment Service, operating through the state employment agencies: Community Employment Programs, Industrial Services, Farm Labor Services, Job Market Information, Smaller Community Programs, and Youth Opportunity Centers. Employers should contact the individual state employment agencies which operate these programs or

CONTACT: Miss Ruth Barth, Acting Director, Office of Information.......... 961–2822

II. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, Washington, D.C. 20201 (AC 202).

A. Office of Education

Division of Manpower Development and Training. In conjunction with the Bureau of Apprenticeship and Training, Department of Labor, administers grants, contracts, and technical assistance for basic education programs to accompany on-the-job training projects, to state agencies and to private industry.

CONTACT: Dr. Howard A. Matthews, Director, Division of Manpower Development and Training.. 963–7132

B. Social Rehabilitation Service

Bureau of Family Services. Administers the Work Experience Program through which actual and potential welfare recipients are provided with a comprehensive range of work experience and training, and social and educational supportive services. To hire trainees from this program, employers should contact their local or state welfare agency through which grants are administered, or for basic information,

CONTACT: Mr. Andrew Truelson, Chief, Office of Special Service, Assistance Payment Division.. 963–3157

C. Welfare Administration

Children's Bureau. Administers several grant programs appropriate for child day-care centers, to local and state welfare agencies. Employers can use these programs for the care of children of employees who cannot otherwise obtain care for them during working hours. (The local welfare agencies can also obtain funds from other sources; e.g., Headstart, appropriate for day-care centers.) Employers should request assistance directly from the local welfare agency. Program information is available from the HEW Regional Offices or

CONTACT: Miss Gertrude Hoffman, Specialist on Day-Care Services 963–5045

III. OFFICE OF ECONOMIC OPPORTUNITY, Washington, D.C. 20506 (AC 202)

A. *Community Action Programs.* Administers a grant program for demonstrations and unique experimental projects, appropriate for private industry participation, in the areas of manpower and education, among others. Employers should submit specific proposals and programs. (Regular manpower programs in OEO are administered through the Department of Labor.)

CONTACT: Mr. Gerson Green, Director, Research and Demonstrations Division. . 382–2737

B. *Job Corps.* Provides a program of basic education, skill training and work experience for men and women ages 16 through 21. Employers can participate in the program by hiring "graduates" of the Corps, or by contracting to establish and operate a Corps Center. For hiring, employers with a single-plant operation should contact their Regional OEO Office; those with larger operations,

CONTACT: Mr. David Oestreich, Chief, Placement Division. 382–5312

For submitting proposals for operating Centers, employers should contact

CONTACT: Mr. John Donohue, Chief of Procurement, Contracts Division. 382–3751

IV. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, Washington, D.C. 20410 (AC 202)

Metropolitan Development

Urban Transportation Administration. Administers a demonstration grant program and a capital grant program for studies and projects on the transportation needs for employment. Employers can participate in these projects by submitting proposals and requests to their local public transportation authorities which are the official grant recipients in the programs.

CONTACTS: Mr. Robert H. McManus, Director, Division of Project Development (for capital grants). 382–5374

Miss Hartley Campbell, Division of Demonstrations Programs and Studies (for demonstration grants). 382–3783

V. DEPARTMENT OF COMMERCE, Washington, D.C. 20230 (AC 202)

Economic Development Administration. Administers two programs in which employers can participate: business loans are available to firms for building or expanding in designated EDA areas; and technical assistance grants are available on a limited basis to employers for funding certain employment projects. Loans and grants are awarded by the EDA Regional Offices; for general information,

CONTACT: Mr. Morton Baill, Chief, Industrial Projects Division, Technical Assistance Office. 967–2812

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BUSINESS-CIVIC LEADERSHIP CONFERENCE ON EMPLOYMENT PROBLEMS

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PUTTING THE HARD-CORE UNEMPLOYED INTO JOBS

A Report of the Business-Civic Leadership Conference on Employment Problems

June 5–7, 1967, Chicago, Illinois

Part II

Case Studies

Sponsored by the National Citizens' Committee for Community Relations and the Community Relations Service of the U.S. Department of Justice

PUTTING THE HARD-CORE UNEMPLOYED INTO JOBS

Part II

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SECTION A

Company Programs

COMPANY PROGRAMS: IMPLEMENTING EQUAL EMPLOYMENT POLICY THROUGHOUT A LARGE CORPORATION

A leading "Equal Opportunity" and "Plans for Progress" employer discovers that it is not doing as good a job as it thought, and beefs us its affirmative action program by shifting responsibility from personnel to line supervision with staff responsibility in every division.

> "We talk to ourselves and everybody tell us what great people we are because we make nice contributions and we spend all this time on committees and so forth, but somehow it isn't getting down to the grass roots in Watts. What they really think of us makes our face red."
>
> Dwight R. Zook, Manager
> Corporate Personnel Services
> North American Aviation

North American has considered itself and is considered by others as a leader in employment of minorities. Its minority employment statistics have mounted. The company has worked hard to convey to the minority community that it is an equal opportunity employer, and has participated in many advanced programs.

However, when the company broke down its overall minority employment by jobs, departments and geographical areas, "it really has been an eye opener...to see how little we've accomplished..in some areas, even though...overall we look as good or better than anybody", said Mr. Zook.

Public relations policy was also found to be missing the mark with a considerable part of the Negro community.

> "As far as our Anaheim plant out there in Orange County, they don't consider us the great employer of minorities. They consider us merely as part of the Orange County area, a community that has a reputation for excluding minorities. This idea is generated and re-generated in in the Watts area community, so whatever good image of North America we have is completely lost. This kind of thing we have to work on and see what we can do to change."

Re-organization of equal employment program to involve line supervision. As Director of Corporate Personnel Services, Mr. Zook has implemented North American equal employment policy through personnel operations. However, he recognized that not enough progress was being made and could not be made until top management gave the program more priority and better organizational implementation throughout the company's operations.

> "Better than a year ago I got the president of our company, who has a very good attitude basically but has a lot of other problems facing him, to give this problem priority attention. He issued directives that greatly re-emphasized our program."

Top-management committee for equal opportunity and affirmative action created at the corporate level. North American's president appointed a top-management committee composed of vice-presidents of all major functional groups, (engineering, sales, public relations, contracting, etc.) to function as a policy and decision-making Committee for Equal Employment Opportunity and Affirmative Action.

A similar top-management committee was set up in each major division. Each vice-president assigned a staff assistant to work on affirmative action; these assistants form a working committee. Each major division has one full-time equal opportunity staff member whose responsibility is to get the program going through the line supervisors.

Some specific activities:

- review of qualifications of minority employees already on the payroll;

- review an analysis of minority employment statistics to see where employment is weak; and

- review of discrimination complaints.

A minority advisory committee with Negro, Mexican-American and Oriental representatives was appointed by management and the various unions. It has no authority to handle grievances but serves as a communication link, informs management committees of "mistakes," "misunderstandings," and "tells us what is not being done." This committee has produced some real "eye-openers," said Mr. Zook.

Results. The stepped-up program is too new to have produced marked statistical results. Mr. Zook believes that the great gain is the shifting of responsibility from personnel to line supervision, because this is where changes can be made, particularly in promotions. "Personnel can bring minorities into jobs, into training, but unless something is done beyond that, that is where they will stay for the most part. That has been the experience of my company, and I would bet most other companies..."

A few examples of how the new approach is working:

> Summer youth employment program. For the past two years North American hired more than 1,000 youths each summer and has received high praise for this program. But when statistics were broken bown by division and function, "Lo and behold, in some of our largest divisions, where we had hired hundreds for the summer we had zero Negroes, and in one or two divisions zero Mexican-Americans. Why is this so? Because we just let nature take its course. In summer employment or full-time employment, the people that get the jobs are people from families of influence. There were many, many summer employees who were sons and daughters of supervisors and vice-presidents.
>
> "This year we went back and in those divisions where we had zero, as well as all others, we have had from 20 to 25 percent higher minority employment...The only way we were able to do it is to go right out there (to Negro neighborhoods) and recruit and hire in that location. We couldn't just open the door and wait for them to come in.
>
> "We did encourage our minority employees to do some referring. It would seem amazing that in a division where you already had 10-15 percent minority that you didn't have any minorities coming in for the summer program. Well, it was because the supervisors and other employees with influence got there first."
>
> Integration of divisions in the South. North American has divisions in Texas, West Virginia and other Southern locations where the local employment pattern is exclusion of Negroes.
>
>> "In one case it was the union policy to keep them out and they so warned us. Well, we had to go against the so-called 'local policy.'

> In another case the local power structure was referring all applicants and it tended to be all white. In both of these situations, we moved right in, took the bit in our teeth and without being difficult or obnoxious, we got as good a record (of minority employment) in those two locations as anywhere else in our company, partly because there is a large percentage of Negroes that live there and also these two particular divisions had a large proportion of entry level training type of jobs."
>
> "We have made some of the best progress in West Virginia (putting Negroes in supervisory positions) where we are supposed to have all of the attitudes and traditions against that kind of thing."

Assistance on transportation and housing needs of minority employees. North American has contracted for bus service to enable Negro ghetto dwellers to get to its plant in one outlying suburban area 1/ and has worked successfully to get adequate housing for Negro employees in another such area. 2/ In both cases, the company has retained and increased its minority employment because of these efforts.

1/ See Section D, Page 103, Transportation, for another bus program.
2/ See Section D, Page 89 , Housing, for a company housing program.

COMPANY PROGRAMS: RECRUITING

Traditional recruiting methods simply will not bring the hard-core unemployed into the personnel office. Michigan Bell Telephone Company has developed a number of creative ways of recruiting these persons, reported Edward N. Hodges, III, General Employment Supervisor.

"Aggressive" recruiting. The company is now using minority contacts far broader than the usual doctors, lawyers, ministers, social workers, teachers, to get to the grass roots: PTA officers, block club presidents, rulers of Elk Lodges, scout leaders, barbers and beauticians (the Negro beautician is a prime social center and reaches many women regularly). Beauticians clubs have been taken on plant tours, showing them kinds of jobs, telling them of the qualifications needed.

The local NAACP was invited to hold monthly meetings at Michigan Bell. After the business meeting, the company took members on a plant tour, showed them jobs, talked about kinds of qualifications and tests necessary, asked them to get members, friends, and relatives to apply. Many were referred through NAACP. Many were rejected, but some were hired. These people now know that Michigan Bell will hire anyone who meets the qualifications. Previously, they were disillusioned about equal opportunity.

Mobile employment trailers were sent to the heart of the Negro areas. In Jackson the results were disappointing. In Grand Rapids there were a large number of applicants, 10-11 hired at a time when Grand Rapids had an unemployment rate below 1 per cent. Negro residents were tremendously enthusiastic that Michigan Bell, one of the largest employers, had come down to bring jobs into these neighborhoods.

Motivating Youth: Project TEAM (Telephone Experience and Motivation). The company selected 11 seniors in high school (six Negro, five white) gave them training in basic telephone work on Saturdays, at $2.20 per hour. Their training will end at the time they graduate; those who satisfactorily complete it will be offered jobs in the Plant Department. There will be a great impact when boys graduate and the next day can go into a fully-paid job. When they get their diplomas, the district commercial manager of Michigan Bell will also present a certificate of achievement. This should motivate other kids as well. The company expects to continue this project next year with a much larger group of boys.

A clerical training program has been set up with MDTA for 30 women who hadn't been able to find jobs. First they got 26 weeks of clerical training in an institutional setting. They then came to Michigan Bell to work under specially selected supervisors (similar to Equitable Life) for two weeks. Supervisors reported strengths and weaknesses to MDTA coordinators and girls went back to school to concentrate on weak points. Then back to Michigan Bell for two weeks, again back to school for two weeks. Total: six weeks at Michigan Bell and six weeks (plus original 26 weeks) in school. After this, Michigan Bell hired five. Ed Hodges said: "We should have hired more, but our personnel people were too slow and others got them first." Ten were hired by other companies. Thirteen still needed more training. The most significant point is the confidence gained by the women in six weeks on the job. Most had felt they were failures, couldn't make it.

Internal company practices support equal opportunity:

Monthly inventory of jobs held by non-whites. Michigan Bell, like other Federal contractors, has to file annual reports showing the number of non-white employees. Michigan Bell keeps a monthly running inventory, by department, by district, by division and by city. All of these reports are sent to every district level or higher person in the company. This serves as a positive tool, said Mr. Hodges, because the man in Lansing sees what is being done in Jackson, and knows that the boss is going to come to him and tell him to do as well. It spurs him to take action first.

Audit of employment offices. Mr. Hodges suggests that companies conduct an FEPC type audit on their own employment offices periodically. Look at all applications over the past six months ("they don't have to be coded to know who is white and non-white; name, address, references and schools give 99% accurate indication"). Then examine why people weren't hired. Michigan Bell found that there were many instances where non-whites should have had different treatment. The officers of the company did not accuse the employment office of discrimination; they just suggested that these persons be called in for another interview. Many times, these people were subsequently hired.

Michigan Bell statistics: Three and a half years ago, the non-white work force was 3.5 per cent of the total; at the end of April, 1967 it was 8.6 per cent. In Detroit, hiring of non-whites over the past year has averaged from 32 per cent to 52 per cent each week.

COMPANY PROGRAMS: RECRUITING, TESTING, TRAINING

Here are some other ideas, reported by Robert Bushelle, Public Relations Manager, Illinois Bell Telephone Company, and Edward Hodges, General Employment Supervisor, Michigan Bell Telephone Company.

Recruiting. The company has opened an employment office on the West Side, in the ghetto area; it is contacting all the agencies in the area to get people to come in. It is hiring people from JOBS NOW [1/] and other Chicago job projects.

Testing. "We are going to begin to use the interview as the primary basis for the (employment) decision rather than all of the tests that have been used in the past."

The company is participating, with other members of the Bell System, in a program comparing people who pass tests and those who don't, to see if testing procedures are valid.

Training. Small groups of men who met all company standards but did not pass tests were hired as temporary full-time employees. They were given an opportunity to take a short training program to learn fundamentals of telephone work. They were told that although they had failed the test they would have an opportunity to qualify for a job through the training, but with no guarantee of employment. Many of those chosen completed their training satisfactorily and have been hired as permanent employees. It took a great deal of persuasion to convince operating departments to consider hiring applicants who didn't pass the tests.

Trainees from JOBS NOW. The company took ten boys from JOBS NOW Project and gave them basic training in groups of five with one foreman for close supervision. Five of the boys are now on the payroll, two returned to school, one was drafted. The other two failed to complete the training.

Summer employment. For the past two summers, Negro boys from 14 Chicago high schools have been given summer employment as framemen, office boys, etc. During the last two weeks on the job, there was a personal follow-up with the boys and their supervisors. The boys were asked, when they returned to school, to tell their experiences to their classmates and let them know that Illinois Bell wants to hire anyone regardless of race, creed or color. Said Mr. Hodges:

[1/] See Section B, Page 27, Chicago, Ill., for further information on JOBS NOW Program.

> "You can't get better ambassadors to tell your equal employment story, than if you get (such) kids, give them a real meaningful job . . . let them go back to school and tell other youngsters what happened to them."

Illinois Bell has continuous training programs for its employees. Said Mr. Bushelle:

> "After a man is on the payroll, I don't think we have solved the problem until he is moving upward . . . this means training . . . this means promotion . . . it means the recognition by supervision that they have got some talent . . . worth developing . . . Once that is recognized the employee begins to do something . . . to call forth new strengths and resources and begins to develop."

Operators, typists and other employees have opportunity on their own time to take training courses to improve their skills. "Sensitivity training for supervisors," a series of all-day meetings with first and second level supervisors has been conducted, to increase their sensitivity and awareness of problems of disadvantaged youngsters coming into the work force. Mr. Bushelle said, "The results were amazing. We had an overwhelming response, and the participants want to go further. They have indicated they want more participation and more information, not only about the inside of the company, but they have an interest in things outside, wanting to get involved in community affairs and work with people in the community."

Community involvement. High-school counsellors and teachers are brought in to spend the entire summer in special programs developed by the company. The Public Relations Department has produced a prize-winning film on "The Dropout." Employees have formed a volunteer corps of tutors to work with minority children in the inner city. The company is participating with the Chicago Board of Education in a work-study program, in which telephone operators and clerical workers get school credit for 20 hours of work a week, paid by the company. Leaders of Chicago youth gangs have been invited for plant tours, conferences and discussions about jobs.

COMPANY PROGRAMS: RECRUITING, TRAINING, MOTIVATION

> A "Plans for Progress" company, Pacific Telephone & Telegraph Company, was troubled by lack of minority applicants. Equal opportunity ads didn't bring in applicants. There seemed to be no communication with the minority community, reported Vice-President E. D. Maloney.

An aggressive recruitment program was launched, using the Urban League, churches, schools, other community sources. Much skepticism had to be overcome. Most effective recruiting device: a half dozen "native" recruiters; (Negroes, Spanish-speaking people) who became "walking employment offices" in stores, drugstores, barber shops, beauty parlors, pool halls, anywhere people congregated.

A speakers' bureau composed of minority employees in various jobs was set up and sent out to community groups to demonstrate that they were employed by Pacific Telephone & Telegraph, and that jobs were open.

But, when applicants came in, many could not pass tests. They lacked understanding of the most basic skills.

Training courses were started for people who failed portions of the tests, but who demonstrated intelligence and potential. Courses included reading, math, personal appearance, general orientation to the telephone industry, etc. These courses covered a full eight-hour day. Eighteen of the 20 men and 21 of the 22 women in the first group trained became full-time employees. Trainees are hired as temporary employees if they pass the employment test.

Work with schools. After this experience with "remedial" education, the company realized its responsibility to be involved in preventive work. It started a program called "Bridging the Gap," to motivate potential dropouts in high schools by showing the real connection between their studies and practical interesting jobs.

This program included:

- workshops conducted on company premises for high school counsellors and teachers, to give them up-to-date information on job needs;

- workshops for students, to visit the company, see jobs, talk to employees, and

- exhibits, films, tours, talks, discussions and surplus equipment provided by the company to school administrators and teachers.

  For example: An employment manager of Pacific Telephone & Telegraph became concerned at the large number of minority young people applying for jobs who were high school dropouts. He developed a slide presentation, taking some youngsters from schools in his area into company offices to pose for pictures as "employees" in different jobs: a teller, an installer, switchman, etc. Then he showed these slides in the youngsters' classrooms, with a description of the job, kind of training needed to qualify, etc. Seeing kids from their own class in these "jobs" made quite an impression on other students. At the end of the slide presentation, he gave a sample employment test, and flashed correct answers on the screen so students could grade themselves. This presentation is now in great demand for 9th and 10th grade classes throughout the area.

Revision of entry requirements. In the past, no one with a police record was considered. Now the company takes a second look at those who show good potential. "Was it a conviction or just an arrest?" The company has had no problem with anyone hired so far who had a police record, and has gained several superior employees from this group.

Results to date. In 1962 the company employed slightly over 4,300 minority workers, 6 per cent of the total. Today, it has over 8,000 minority workers, 9 per cent of the total. Most important, the number of supervisory, professional, sales and technical jobs held by minorities has increased fivefold because of new emphasis on upgrading those already on the payroll.

Joint Action with other Employers:

Management Council for Employment Opportunities, founded by the President of the Pacific Telephone & Telegraph Company and 17 other leading businessmen, is now concentrating effort on minority population centers in San Jose, Alameda County and San Francisco (Patterned after the Management Council in Los Angeles).[1] From June 15 to August 1,

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[1] See Section B, Page 49, Los Angeles, Calif., for more information on the Los Angeles Management Council.

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100 employers were scheduled to join in holding job interviews in minority neighborhoods in the San Jose area.

TIME (Time to Improve Minority Employment), a committee of 25 top business executives in the Sacramento area has been working to provide training for unemployed. It has just started a half-hour TV program which will run two days weekly at 7:00 a.m., announcing specific job openings available on those days, telling where to go and who to see, followed by discussion of problems, urging unemployed to enroll in available training courses. Minority leaders and celebrities are helping to promote the program in the minority community among youth. Air time is donated by the station.

The Metropolitan Life Insurance Company, New York, runs a program similar to that of Pacific Telephone & Telegraph for training clerical workers, Philip E. Jones reported. Recruiting is done through the Urban League, social agencies and Harlem neighborhood organizations. If girls flunk the employment exam but have characteristics that are felt to make them good potential employees after 13 weeks' training, they are employed and put into training courses. The program is still in the early stages. Out ot the first group only three have been lost. When interviewers had selected the people who appeared to have the best potential, they were given a "culture fair" test. "Under this test Phi Beta Kappas in the company couldn't be distinguished from bright high school graduates."

COMPANY PROGRAMS: TRAINING

> When Equitable Life Assurance Society of the U. S., New York, N. Y., first hired dropouts, they had a high rate of failure, reported Edward W. Chave, Vice-President for Manpower Development. The company learned a lesson: more than mere hiring was needed.

Encouraging supervisors. The second year, the company worked with supervisors, picking those who were known to be sympathetic to this special effort. It was made clear that the dropouts hired would not be charged against their regular budget or their efficiency rating. They were urged to take the challenge of preparing youngsters in one year for a job in their own or other departments. There was considerably greater success. The third year, the company told supervisors to try to prepare the young dropouts for promotion and better jobs within two years, but if they could not, Central Personnel would take responsibility for them. A little better progress was made.

Basic education. By the fourth year, it was clear that basic education was sorely needed. The company hired the Board for Fundamental Education [1] to teach the youngsters basic reading, writing and arithmetic (after work) so they could pass high school equivalent examinations. Seventeen boys are now completing this course. Two of these are judged to be college material, six will be candidates for company jobs, four probably will be candidates for jobs with other companies. The company has a 100 per cent tuition-refund plan for all employees, under which they can take courses up to and including a graduate degree to prepare for a better career.

Recruiting source. First the State Employment Service was used, but it could not give needed counselling support. The second year the company used JOIN (Job Orientation in Neighborhoods), an agency set up by the city government to get slum kids into jobs, which can and does do follow-up work. The company also has an internal counsellor who works with youngsters. If a problem is an outside one, it is referred to JOIN. (Two thousand companies in New York are now using JOIN for recruiting. JOIN has placed 1,000 youngsters in white collar jobs. There is a vast manpower shortage in this area).

Changing labor market. Forty per cent of young people hired by Equitable who will come on the job in June and July, 1967 will be minority; 25 per cent Negro, 15 per cent Puerto Rican.

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[1] See List of Resources, Part I. Also Section D, Page 82, Basic Education, for more information on the Board for Fundamental Education.

Supervisor training. Supervisors were thoroughly briefed about special problems of disadvantaged kids. A series of training courses were run for supervisors to give sensitivity to special needs of marginal workers.

Job-posting -- inside promotion system. When good jobs come up, present employees are considered first. Until a couple of years ago, the company would only hire college graduates for computer program operators. Two years ago, it offered an opportunity to anyone who would take two special exams. Five hundred applied for the exam, 100 passed it. Sixty per cent of those who passed did not have a college education; they had been with the company from six months to ten years. One examination was the regular IBM exam; the other was a special company exam to indicate characteristics of thinking. It proved very effective in selecting good potential candidates.

Conclusion. Companies today need better definition of the family of jobs, and more search for talent within the organization. (Tom Brown of the Polaroid Company noted that this is also the best motivation for other minorities to apply for jobs).

COMPANY PROGRAMS: TRAINING "UNEMPLOYABLES" FOR JOBS

> The KLH Company in Boston is a relatively small company producing high-quality equipment. It has hired a large number of minority workers referred by social agencies without educational requirements or testing, and trained them for semi-skilled and better jobs. The training program developed for the "disadvantaged" has produced such good workers that long-time employees are now being "retrained" through this program. The company has started a pre-school day-care center (with Federal government funds) to help meet absentee problems of working mothers.
>
> Reported by Henry K. Shor, Director
> Personnel and Organization
> KLH Research and Development Corporation

The KLH Company manufactures quality hi-fi components. It employs about 750 people. About 60 per cent of the employees are female, and 35 per cent are "minority" (Negro, Puerto Rican, and other). Negroes are employed at all levels and in all phases of its operations.

Recruitment. The company has had no difficulty in reaching the minority community. Since its start ten years ago, it has hired all qualified job applicants. Negroes know other Negroes have good jobs there. To reach the "hard-core" unemployed, the company uses the services of many community social agencies including Jobs Clearing House (a non-profit employment agency which places Negroes)[1], the Parole Board, and Alcoholics Anonymous.

Hiring standards and requirements. KLH has no educational requirements for its factory jobs. Very little testing is used. Said Mr. Shor:

> "We have little faith in the ability of the so-called tests to predict well what a minority group person can or cannot do. We were using the Wonderlic and some other tests, and we found we just couldn't hire anybody without a high school education because they weren't passing.

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[1] See Section D, Page 101, Recruitment and Placement, for more information on Jobs Clearing House.

> "We took some of our Negro supervisors, gave them the Wonderlic. They never would have been hired. We said, 'The hell with the Wonderlic.' We know what these people can do. They have leadership qualities. They have learned the jobs. They are good people."

A finger dexterity test is used for jobs where this is important. But the test was specially developed and checked first for validity with current employees before it was used to test new employees.

A sensitive interview and references from social agencies are the main basis for hiring most unemployed without work records. The company makes two reference checks where previous employment records are available, but still relies heavily on the intuition of a very skilled interviewer who understands the minority community well, and on evaluations of the social agencies which refer applicants.

Police records are not a bar to employment. The company works with the Parole Board and has hired a number of recommended parolees. Experience with these men has been excellent.

Training. As a small company, KLH did not have resources to develop the kind of training program it wanted. It went to the Polaroid Corporation for help. A consultant was hired, who trained a training manager and three trainers.

Training for unskilled. Every new employee goes directly to the training department where, depending on his job, he gets from one to ten weeks training. This includes:

- general indoctrination on company work requirements;
- instilling the spirit of participation in producing high quality work, and
- specific skill training.

When the employee goes to his assigned department, the training people follow up to see how he is doing, offer assistance, help work out any problems. Mr. Shor said that the program - now just about a year old - is working well:

> "We have found that people coming in brand-new, who never worked before, or who never worked in similar operations, are out-producing people that have been in the company three or four years. We are getting more production in terms of quantity and our rejection rate from new employees is going way down. We are getting better quality."

As a result, the company is now putting some of its older employees through the same training program.

Training technicians. Faced with a great shortage of trained technicians, KLH hired a high school teacher who comes into the plant after school and runs a three-stage program, training electronic technicians.

The company has also arranged with the city school system to supply a teacher who teaches English and citizenship to non-English speaking workers. About 75 employees are in these classes, on their own time, after work.

Supervisor training. The company has worked with Northeastern University to develop a course for training supervisors. KLH also has an educational reimbursement program and encourages employees to take outside courses to upgrade themselves for semi-skilled and higher jobs.

Attacking Absenteeism: a pre-school day-care center. Although it has a low job turnover rate (less than 2 per cent a month), the KLH absentee rate ranged from 4-6 per cent monthly. In checking on the causes of absenteeism it became clear that, with 60 per cent female employees, a breakdown of baby-sitting arrangements was often the cause.

After considerable effort, in which wives of company officers participated, KLH developed a proposal for a pre-school day-care center for children of working mothers, which has just been funded by the Children's Bureau of the U. S. Department of Health, Education Welfare. A $64,000 grant will support a pilot program to provide a pre-school for 60 children.

SECTION B

Employer-Community Job Programs

EMPLOYER-COMMUNITY JOB PROGRAMS

In Buffalo, N. Y., the Chamber of Commerce spearheaded organization of Opportunities Development Corporation (ODC) and "Project JET." Businesses, social agencies and civil rights groups joined in the corporation to conduct a job program for hard-core unemployed. Business committed an initial 1,000 jobs and put up $40,000 seed money to develop the program, which now has $3,000,000 in Federal grants. The Chamber has promoted this program as a money-saver for business to fill empty jobs, avoid property destruction from riots and other disorders, and reduce the tax burden caused by welfare, police and other social services.

Reported by Dr. Allan H. Bush, Director
Opportunities Development Corporation
Buffalo, N. Y.

How it started. In 1965, the Buffalo Chamber of Commerce helped organize a Job Opportunities Council, which held meetings and made plans, but did little. Increasing pressures from the Negro community and the threat of a flare-up over a police incident in 1966 led to closer talks with civil rights and other community groups and a consensus that jobs were the most important issue. Negro groups made it clear that they wanted a voice in the planning of any job program.

The result of these talks was the Opportunities Development Corporation (ODC), formed in early 1966. Of its 16 board members, about one-half are from the Chamber of Commerce (these include a major manufacturer, two major retailers, a banker, a Chamber executive) and half from civil rights groups: CORE, NAACP, community social agencies and the State Employment Service.

"Project JET." The board developed "Project JET" (JOBS-EDUCATION-TRAINING) as its first program. Forty-four members of the Chamber pledged $40,000 to get it off the ground and seek Federal funding. Federal agencies were excited by the program, but its very newness took a long time to explain and tie in to existing grant programs. Substantial funds ($3,000,000) have now been obtained from the U. S. Department of Labor, Office of Economic Opportunity, and the Department of Health, Education and Welfare.

Project JET is directed at the hard-core unemployed person with less than an eighth grade education. Employers have made commitments to hire 1,000 such persons. Men are recruited and placed on the job right away. They work six hours, then study basic reading, writing and arithmetic in the plant for two hours daily. The employer is paid $30 weekly through government funds for providing plant space and time for the educational training.

Training tutors. These men are getting high support on the job. JET has trained 200 tutors, who go to the plant each workday for two hours to teach and provide counselling help. Tutors were recruited through the State Employment Service. Some are teachers, college graduates or students. Others are high school graduates. They attended a six-week training program at the state university, and will be supervised throughout the 44-week period in which they are giving instruction. There was emphasis on getting tutors from ghetto communities, to whom trainees could relate, and from whom they would more easily accept counselling. The counsellor may go with the trainee to his home, to ODC or anywhere in the community to work out special problems.

Foremen on the job were prepared before these men started. Special problems were discussed with them and an attempt made to enlist their help.

Results to date. About 400 men have been placed. Only 12 per cent have dropped out of jobs. Of about 360 now on the job, more than 110 came directly off welfare rolls.

CHICAGO, ILLINOIS: THREE JOB PROGRAMS

No. 1: JOBS NOW

Chicago, with a rapidly growing Negro population, has had severe unemployment problems stemming from many causes. The stockyards shutdown put thousands out of work who had no skills for other job vacancies. As the northern end of the main railroad line out of the South, Chicago still continues to receive each year thousands of displaced southern Negroes with poor education and no skills.

The business community has taken a very active role in many jobs programs in Chicago. The NCC Business-Civic Leadership Conference was scheduled in Chicago particularly so that participants could see the JOBS NOW Project first hand and learn more about this project which is pioneering important new techniques in placing street gang youths in jobs.

Reported by Joseph Ehrenberg, Jr.
Executive Director
JOBS NOW Project

P.F. Prince
Job Program Developer
JOBS NOW Project (on loan from Sears-Roebuck)

Bruce Cole
Director
Outreach and Employment Project
Metropolitan YMCA

Background. YMCAs in Chicago first started working with street gangs in Chicago about 11 years ago. The Y quickly discovered that training and jobs were the chief need. Said Mr. Cole:

> "We started originally talking employers into taking the kids, and we set up a beautiful revolving door. They would go on the job and be off the job, go on another job and off that job. We had perhaps 100 per cent turnover in a year's time."

From this early experience, and several years of further experiments, the "JOBS NOW PROJECT" has developed. As Bruce Cole says: "JOBS NOW" is a beautiful title." Its direct message and simplicity have led to imitations all over the country. But Mr. Cole warns:

> "It also spells "JOB SNOW" and a "snow job" is exactly what we deliver if we don't come up with the jobs."

The commitment of employers to come up with jobs for the street gang youths recruited by the JOBS NOW PROJECT is essential to the program's success. JOBS NOW has secured the cooperation of 236 Chicago companies; 150 of them have hired more than 900 of its "clients" to date.

Thirty-nine private and public agencies work with JOBS NOW; 20 of these agencies bring 100 young people to the project every two weeks. They do not just refer a youth; they bring him, to be sure he comes.

When he arrives, he starts out quickly, without delaying tests or questionnaires, on a two-week orientation course. (Tests are given later, throughout the course.) The important thing: "he gets on board in a hurry." The two-week orientation course covers five general areas:

1. Grooming and hygiene.
2. Money management, consumer economics.
3. Transportation (learning how to get to jobs on the city public transportation system).
4. Job preparation. Supervisors, personnel interviewers from cooperating companies are brought in to help tell the youth "what is expected of them in the work world," and the young people express how they feel about the work world.
5. Human relations training; an opportunity for youth to begin to examine their own behavior and attitudes not only toward jobs, but "towards themselves, their community, and life in general. We try to provide them with an idea that there is a tomorrow."

Job development. While the youth are undergoing their two-week orientation, JOBS NOW staff job developers and executives on loan from industry are out visiting cooperating employers to line up jobs for them. This is not a simple process; it involves starting with the top man in the company to develop a total support program which will go down to the line as far as the supervisor and shop foreman. Said Mr. Cole:

> "We are asking them to hire underqualified people for more than they think the kids are worth, on the gamble that a

> substantial number of kids after six months will be good workmen. We start with the president of the company, because this is a commitment, a definite change in policy. There is a word in Chicago called 'clout' and 'clout' we have with the group. They get other businessmen to deliver. They loan us businessmen to go out and talk to the companies, open the door for our job developers."

Convincing business and industry. A business executive who helps convince other executives to hire youths from JOBS NOW told how he goes about it. Said Phillip Prince:

> "This is a selling job, a project in understanding which has to be built in a series of steps: the demonstration of the need of the community, the methods of getting youngsters properly interviewed and placed, the implications to the company when they change policy--and the results that might occur from this kind of activity."
>
> "The problem within the company is follow-through, more extensive and more detailed than normally flows from the top executive down through personnel to the employment interviewer and down through the line organization to the foreman."
>
> "Attitudes don't communicate quite as easily as policies and the sabotage of a good policy as it fans down the line can very easily take place if attitudes are not consistent. So we ask top management to make special effort to provide strong communication.
>
> "The second important point is for the top executive to communicate this concept to the union. The unions are cooperating--but the need has not been communicated through the union channels to union steward in the respective company. Therefore, it is a responsibility of management to explain how it will effect the union with this company and gain cooperation and support."

"Waive all normal standards." Among the standards which JOBS NOW asks companies to waive for its clients:

> The high school diploma. "You can graduate from a high school in Chicago and still read below the 6th grade level."
>
> Police records. A high percentage of JOBS NOW kids have some kind of police record. "It's pure luck if you don't get busted if you grow up in the slums of Chicago."
>
> Aptitude tests. "These kids cannot show their very real potential on the kind of aptitude tests we have. We have

kids that can strip a car in ten minutes who cannot pass the mechanics aptitude test."

"We ask them to give the kid a good job, not a dead end job but a job with a potential to advance. Two dollars an hour is what will get them off the street. In point of fact, they'll go to work for less, after some orientation."

Wages paid to JOBS NOW clients have ranged from $1.40 to $3.08 an hour; the average for males is just under $2.00 an hour; for females, $1.78 per hour.

A "coach and high support." Mr. Prince and all the JOBS NOW staff stressed the essential role of the "coach" from the project who keeps in touch with each client, on and off the job. Sometimes this "coach" actually works in the company; sometimes he comes from outside, but he always has access to the trainee on the job.

Absenteeism and tardiness are the two most frequent problems with JOBS NOW clients-and many other employees. JOBS NOW asks each company to let the "coach" know about these problems the minute they start: "He can often do things that tie up and strengthen the intention and attitudes of the youngster."

Mr. Prince stressed that experience with each company is different, "running the gamut from lukewarm acceptance to 100 per cent cooperation." It may take three to five months to get a satisfactory program going.

Employers get bonus. Mr. Ehrenberg said that when a good program is developed, "we frequently get personnel or industrial relations managers saying, 'I ought to be doing this for all my employees; because we are talking in strict economic terms.' There are very high turnover rates in industry and we are suggesting some possible ways in which some of these can be cut down."

Results to date. The demonstration JOBS NOW PROJECT at the end of six months had this record: about 50% of the 1,000 "gang oriented" youth handled were either working on jobs to which they had been referred or returned to school or training programs (12 per cent). This is considered a fairly good record.

Most important finding to date: 83% of the youth referred to companies which had developed "high support" internal programs were still on the job. In companies where little or no support was provided, only 24 per cent were still working. About 77 per cent of the companies have developed "support" programs which JOBS NOW staff feel are satisfactory.

Staff and budget. JOBS NOW is funded by the Office of Manpower Evaluation and Research (OMPER) of the U.S. Department of Labor, in cooperation with the United States Employment Service. It makes use of existing contracts from the Bureau of Apprenticeship Training. Its board of directors includes top officials of Chicago's major businesses and industries, plus key social agencies and educators.

There is a total staff of more than 90 people, some employed directly by the project, others from staffs of the Illinois State Employment Service, and the other 39 co-sponsoring public and private agencies. Top executives are lent by their companies for job development work.

Some questions asked of JOBS NOW staff:

Q. Do the clients go into new jobs, created for them, or are these unfilled jobs?

A. No firm has created special jobs. We have helped create special situations for special people to go into jobs that would go unfilled.

Q. What kinds of jobs are these? Are they all factory jobs? Any white collar jobs?

A. There have been white collar jobs. Banks, for example, have hired clients as check machine operators, messengers, mail clerks, clerical workers. One bank has a tuition plan which will allow a JOBS NOW client to go to school and get a higher level job. But most important:

> "Don't stereotype the 'disadvantaged poor' unemployed person. Don't think because he is poor he has to have a certain type of job. What he really lacks is skill."
>
> For example: "We had one young client about as hard-core as they come. Over the period of six months he had been referred to three different kinds of jobs and had not been able to hold one. We got to investigating his case and decided we would hire him as an assistant coach and let him work with people. He has done a complete about-face. He has been in perfect attendance, on time for everything. Some people need 'people' work rather than 'assembly line' work. We need to begin to explore, rather than stereotype and put them into assembly job, laboring jobs, etc."

Our experience demonstrates that it is possible to reach street groups and redirect them into positive channels. The problem is to cut through the scar tissue of repeated failure that their experience with organized society has created, to provide educational experience in a setting distinct from the traditional school atmosphere, and to orient them to what is for them the bizarre and frightening world of work."

CHICAGO, ILLINOIS: THREE JOB PROGRAMS
No. 2: Tri-Faith Employment Program

An interfaith team of businessmen is supervising seven neighborhood employment centers which have placed 6,000 men and women in full-time jobs in the past year. The Chicago Conference on Religion and Race (comprising the Catholic Archdiocese, Protestant Church Federation and Board of Rabbis of Chicago) sponsors this major employment project administered by its business advisory committee, and provides 50 per cent of the cost. The other half comes from the Office of Economic Opportunity.

Reported by Eugene Callahan
Executive Director
Chicago Conference on Religion and Race

Monroe Sullivan
Coordinator
Tri-Faith Employment Project

Basic philosophy. The Tri-Faith program is built upon three major premises which have proved out in practice:

1. Most unemployed or underemployed people, whatever their other problems, primarily want a job--or a different job--and want it now.

2. These people are reluctant because of past experience to go to a "downtown" employment project.

3. They will be most responsive to an interviewer from their own community, someone with whom they might have had prior contact.

Recruitment. The Tri-Faith program opened seven neighborhood employment offices in store fronts and church basements in the areas of highest unemployment in Chicago -- where unemployment runs up to 20 per cent. Offices are open seven days a week.

Each office has a staff of seven: assistant director, three secretaries, a doctor and two field representatives. The latter seek out unemployed in "saloons, bowling alleys, homes, streets, alleys." All staff members live in the area they serve.

In slightly less than one year these offices interviewed 17,800 people: 10,000 men and 8,000 women. Job orders have been received from 2,700 companies.

Placement. Six thousand have been placed in full-time jobs; nearly 70 per cent of these were still on the job after a 30-day check; about two-thirds of these were still working after a 90-day check. Most placements have been in nearby light metal industries.

Job barriers. Mr. Callahan stressed that companies, whether members of Plans for Progress, Equal Opportunity, Merit Employment, or whatever, are "unconsciously discriminating against both Negroes and whites with rural background" in their testing procedures and admission standards. Said Mr. Callahan:

> "We have found companies demanding a 10th grade education for an assembly line job that requires no verbal skills, no formal education, simply a minimal degree of manual dexterity, ability to understand and follow through on simple orders. We think this is unreasonable. Many factories on the West Side and near West suburbs are similar to the company which demands a reasonable score on the Wonderlic verbal skills tests for a fork lift driver in a warehouse. The jobs are there, but some of the entrance requirements are preposterous. There is a large employer on the West Side of Chicago in one of the most blighted areas in the Midwest. On the wall of the personnel office is a large sign: 'No applicant will be accepted unless they have lived in the Chicago area for two and a half years or more.' That eliminates 85 per cent of the people in that community. Yet this is an equal opportunity employer."

Mr. Callahan's own best argument is to ask the corporate vice president in charge of personnel if the company used these tests and education requirements for immigrants hired on assembly lines and tool and die operations ten to 15 years ago. "They didn't, obviously, since most of those tests had not been devised; yet the people they hired then are still working and would be the foremen of the people we are trying to get companies to hire. And they still don't have that high level of verbal skills."

Under-employment. Another major effort of the Tri-Faith project is to try to upgrade the family breadwinner who is holding down two or even three jobs to support his family, by finding him one better-paying full-time job. There is another gain here: the individual so helped has more to give to his community, perhaps to help form a credit union, or work on other community problems.

Turnover. Mr. Callahan was questioned about the reasons for relatively high turnover of people placed on jobs. In an employment office serving an area that is primarily rural southern white population, alcoholism seems to be the single biggest problem. In other areas, it appears to be the lack of sufficient on-the-job training by the employer, and insufficient counselling to prepare the employee for a job situation which may be a bit rough. Tri-Faith is now working on in-service training programs to try to help out in such situations. Said Mr. Callahan:

> "A large appliance manufacturer told us 9 per cent of the people they hired didn't finish the first day. Most of the foremen are old-time white foremen who have been there for years and are under pressure. The company tells us they lost $1.3 million in downtime last year on their assembly line. We're trying to devise an in-plant training program with a mockup of the assembly line wherein foremen will role-play and deliberately be abrupt and harsh and say things like, 'Hey you, get this ready.' Our people are not prepared for that unless they have been forwarned that everybody is under pressure, but if they produce they will get good pay. If they can see that, they will stick around."

Finding and Developing Latent Talents. One of the most important things that the project has revealed, according to Monroe Sullivan, is the great resource of latent talent in the ghetto area, through its close contact with people in neighborhood centers. Mr. Sullivan gave a graphic example of a man whose ability had been undiscovered by the company which employed him.

> Tri-Faith hired as a project director a Chicago Transit Authority night policeman "who had spent the previous 13 years walking up and down elevated trains at night. He does not write too well, but we were impressed by the fact that while living in public housing he had helped organize a credit union and was in the process of organizing a cooperative laundromat. We put him in an employment office which had been producing zero, and in three months he is now making well over 60 placements a week at a cost of about $14 per placement. Here is a man with enormous management talent. He knows how to manage staff. He comes up with creative ideas. He knows how to get jobs from business." But his former employer had found him only suited for policing subway trains at night.

CHICAGO, ILLINOIS: THREE JOB PROGRAMS
NO. 3: A job program for Spanish-speaking residents

> "No pido que me den, nomas me pongan donde hay." ("I don't ask that I be given to, just put me where I can reach for myself.")--Old Spanish saying.
> The Catholic Church, the Manpower Development & Training Program and State Employment Service are working together to train Spanish-speaking residents for better jobs.

Reported by Miss Delia Villegas
Director of Manpower Training &
Development Program
Archdiocesan Latin American Committee

Background. Chicago has an estimated 175,000 Spanish-speaking residents, chiefly Mexican, Puerto Rican and Cuban. Although they have separate social communities, all suffer from unemployment and very low paid employment. Their chief handicaps: lack of English and lack of education.

In 1963, the Cardinal's Committee for Spanish-Speaking worked out a special program under the Manpower Development and Training Act, in close cooperation with the Illinois State Employment Service, to start vocational education courses combined with English language teaching.

Flexibility the key. Miss Villegas stressed that this program involved "bending the rules in just about every possible way." The State Employment Service cooperated, developing tests in Spanish, allowing the committee's counsellors to help applicants take tests and extending working hours to evenings and weekends.

Recruitment of applicants went beyond usual channels. The churches, movie houses, Spanish press, civic and social groups and personal contacts were used to get people to apply.

Procedures were speeded up. Applicants were not discouraged by an initial battery of tests and interviews. They were personally shepherded through the necessary processes to get them into the courses.

Training. The first group entered a 13-month training program for auto mechanics, machine shop and welding. Most of the men left low-paying jobs to enter the program. Of 100 students in the first group, 97 graduated.

Training gives status. Those in the program are a source of great pride in the Spanish community. For the second program there are now 1,300 applicants ready to quit their present jobs if they are accepted.

Supportive services essential. Like other job programs this one provided essential supportive services to help the trainees get to and stay in their classes. These involved close personal help on family matters, credit, health, legal and other problems.

Placement: "Amigos"--buddy system. This project used other Chicago services for placement. Where language difficulty existed but a job did not really require much English, an English speaking "amigo" or buddy was sent with the applicant for the initial interview.

Program delivers for employer's urgent need. Non-English speaking workers have helped meet employer needs with proper supportive help. For example: Zenith Radio Corporation called, needing 90 women immediately. Said Miss Villegas:

> "We beat the bushes and came up with housewives who had never worked before, cousins fresh from Cuba, relatives of manpower students (because we were very concerned about their financial state). We got 90 women to our office, gave them application forms and detailed instructions in Spanish. The applications were in English but that didn't make any difference. We gave them counselling about the fact that they were the first and would be representing their community. When they left, you would think we were sending out a group of white collar Kelly girls. Zenith was very pleased with the result. The ladies found their way to the company, even though some of them got lost the first day. Although many of them had never held jobs before and knew very little English, they are developing into excellent workers."

Special problems with Spanish-speaking. Miss Villegas stressed that the personnel interviewer should be "the most skilled possible," with some knowledge of cultural differences. She said:

> "For instance, a Mexican is taught humility as a virtue. He is not likely to sound his own trumpet about his job

> achievements. You will find that somebody who understands this can get down to what he knows how to do."

Educational requirements unrealistic. Miss Villegas also added further criticism about unrealistic educational requirements:

> "I can't place a welder with 18 years' experience in Cuba, because he doesn't have a high school education. Yet he's one of the best welders I have ever seen.

EMPLOYER-COMMUNITY JOB PROGRAMS: INDIANAPOLIS

A job program run entirely by the business community provides volunteer individual counselling and placement on a one-to-one basis.

Reported by: William Johnson, Executive Vice-President
Center for Independent Action, 1/ (who
directed a demonstration job program in
Indianapolis for three years).

How the Program Started. The Center for Independent Action approached the Indianapolis Chamber of Commerce in 1962 with the proposed job program and offered to supply staff, if the Chamber would undertake the program responsibility. Said Mr. Johnson:

> "When you give the business community the entire responsibility for one program, there is a certain amount of pride...they will work a lot harder on it and feel a lot more responsible for its results. A businessman, I don't believe, knows too many of the answers in this field, but when he becomes involved, he begins to worry, (and) he finds answers for it if he is involved."

The first step. A door-to-door survey was made of 1,000 families in one section of the inner city. Questions included "age," "working or not working," and specifically, "if there was a job available that you thought you could handle would you want to work?" "The sample found that 13 per cent of those who were willing and able to work did not have jobs. (As in many other cities, Mr. Johnson said, this figure was considerably higher than official Labor Department unemployment statistics, because it counted only those actively looking for jobs). Even greater unemployment was indicated because a high percentage of the unemployed were women; many men in these areas "just aren't around" when

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1/ The Center for Independent Action is a private non-profit organization founded in 1959 by businessmen who believed that private industry should do more to solve the nation's toughest social problems. It has had support from the National Association of Manufacturers; its chief financial support today comes from private foundations.

people come asking questions. Next an attempt was made to conduct depth interviews to find out why the 160 identified unemployed were not working. This was abandoned. "People tend to tell you what you want to hear, rather than the truth."

Jobs First. The group concluded the only way to really know why people were not working was to try to get them jobs. Top executives of the largest businesses in town were asked to serve on a steering committee for a job development effort. Every business in town employing over five workers -- about 500 in all -- was asked to sign a pledge to make jobs available for the disadvantaged. Said Mr. Johnson:

> "This in itself is innocuous, but it said to the community that business meant business, and when it became necessary to go back with specific requests, they were on record, so we had an entry."

Committee formed. The Chamber of Commerce formed a Committee for Unemployment Opportunity and Utilization: A six-stage program was started:

1. Identification of those who needed jobs. This was done from the original survey plus referrals from large firms of applicants they could not hire.

2. Motivation and help through volunteer counsellors one-to-one. Volunteers were recruited from the business community, churches and colleges, and trained as counsellors, each to work with one unemployed person and his family, to give him confidence, guidance, to let him know what agencies could help on his varied problems, and to help him find and stay on the job. This volunteer individual counselling is probably the most unique feature of the Indianapolis effort.

3. The Job Fair. The business community ran a very successful Job Fair, attended by more than 20,000 persons. A total of 107 employers listed more than 2,000 available jobs. A check two weeks later showed about 560 people hired as a result of the fair. But according to Mr. Johnson, it had far broader meaning in "getting the word out that business wants to hire minorities." [1]

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[1] See Section D, Pages 91, 93, 97, for more information on Job Fairs in Chicago, Springfield, Mass., and other cities.

4. Interviewing and Evaluating the Hard-Core Unemployed. Twenty of the largest firms agreed that they would interview 150 hard-core unemployed and submit written reports indicating which talents could be developed, etc. Mr. Johnson said that the State Employment Service was not used for this task or for recruiting because both the Negro and the businessman had lost confidence in its services in Indianapolis. But extensive effort had to be exerted to get company personnel to do this job properly. Mr. Johnson said:

> "The name of the game in the personnel business is to exclude people; instead we told them to look for....employable talent."

The original idea was that many of the best jobs for these interviewees would be found in smaller firms who were losing employees to large companies with better pay and fringe benefits, but who did not have sophisticated personnel operations to evaluate employee potential. It was believed that a good written evaluation from a top company personnel officer would give them more confidence in the employee than mere referral from the State Employment Service or a social agency. The 20 firms who donated interviewing personnel had no obligation to hire those interviewed. But in fact, 50 per cent of those interviewed were hired by these companies. Some of these employees had applied for jobs before and "probably never got past the receptionist," said Mr. Johnson. Some who did not do very well in interviews but showed good potential were hired on a temporary three or four-week basis, during which their work, attendance, learning ability and other job characteristics were evaluated. Again, the idea was that they could then be referred to other companies. But this part of the program was a "failure" said Mr. Johnson. "Every company that took on these temporary employees ended up hiring them!"

5. Job-Readiness Training. The Indianapolis project did not engage in any direct job training; it was felt that many other institutions were already doing this. The volunteer counsellors did conduct seminars for job-seekers, to try to give them general job-readiness preparation: behavior, attitude, appearance, etc.

6. Placement. The placement effort tried to send applicants only to companies where they would have a chance for a job and a fair interview (otherwise "the word gets out" and no one will apply), and to give employers applicants who came close to meeting their specifications. Often, job requirements were considered "unrealistic." "When we found somebody who came close, we would call the employer and say that we had searched the community and there is no one that exactly fits your specification. This person hits five out of seven. The company would usually look at him and give him a good interview."

Follow-up. The counsellor stays with the worker at least two months after he gets a job, checking with him and with his employer or supervisor. This is a good selling point to the prospective employer of a disadvantaged person. He knows he will have someone to follow-up and help.

Results. The job project placed about 820 people in jobs over a two-year period. On last check, 90 per cent were still on the job. A goal to recruit 1,200 volunteer-counsellors this year has not yet been met. A total of 500 have been found in five months. "I'm not sure we can keep up the pace," said Mr. Johnson. There are also problems in working with volunteers. He estimates that some 2,700 disadvantaged unemployed in Indianapolis need help and that the number is probably increasing. "I am not sure we have diminished the load and we may just be holding the unemployment rate."

Cost. A total of $100,000 was spent by the Center for Independent Action in a two-year period, mainly for salaries of four staff members. Mr. Johnson pointed out that original costs are high, and that such a high investment should not continue to be necessary.

Business Commitment. When the Center for Independent Action said that it could not continue to run the Indianapolis program permanently, and suggested turning over part of it to the Urban League or other groups, the Chamber of Commerce said that it wanted to take charge of it as a permanent part of its program.

Other Employer Effort. Employers in Indianapolis are also involved in a basic education program for hard-core unemployed, under contract to the Board for Fundamental Education. 1/

1/ See Part I, List of Resources, and also Section D, Page 82, Basic Education, for more information on Board for Fundamental Education.

EMPLOYER-COMMUNITY JOB PROGRAMS: LOS ANGELES

In five communities in the Los Angeles metropolitan area, a professional training organization offers expertise to help develop more effective total community job programs. The Community Affairs Project of the American Society for Training and Development (ASTD) brings together professional industrial training experts to provide technical assistance and staff aid in helping job programs train hard-core unemployed to the specific requirements of industry and to assure that jobs are committed before training begins. The program, which could be adopted by other communities, is supported by 200 major industries in the Los Angeles area through top management associated with the Los Angeles Chamber of Commerce Management Council and its Merit Employment Committee. Through ASTD, it also has unique access to personnel and training officials in these companies.

Reported by Dr. Carl B. Kludt, Director
Community Affairs Program
American Society for Training & Development

Background. Following the 1965 Watts riot, numerous job programs were hastily organized in Los Angeles. These included government programs, a substantial effort by business and industry [1], an effort by ghetto residents to organize and run a project based upon the successful Philadelphia Opportunities Industrialization Center, and others.

As in other cities, these programs encountered many difficulties. Some persons who were trained were not able to get jobs. Many who needed training did not come into the programs because they had been discouraged by their experiences.

Professionals in industrial training and development who were members of the American Society for Training and Development felt they should contribute their specialized skills to help make job programs more effective. Dr. Kludt, who was manager of personnel development at Hughes Aerospace Group, and a few other ASTD members had already run successful pilot programs in their own companies, taking hard-core unemployed and training them to be successful workers at various skill levels.

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[1] See Page 49, Los Angeles, for more information on the Los Angeles Management Council.

Bridge between business and the ghetto. Supported by the Los Angeles Management Council, ASTD developed a program in the Watts area. Later it was expanded to four other Los Angeles communities.

One office was located in Watts and another was placed in the Los Angeles Chamber of Commerce headquarters. An integrated staff was obtained, consisting of three top personnel men loaned by industries and two Negroes who had broad community experience in social work and training programs.

In the Los Angeles project, ASTD provides professional help to:

- Organize new community or industry programs;
- Fit training programs to specific job requirements;
- Work up proposals for Federal or other funding; and
- Pull together all groups in the community that are needed to support an effective "Preparation for Employment Project."

Funding. ASTD started the project as voluntary effort. Then the program obtained a one-year grant from the Ford Foundation. Currently it is being funded by the U. S. Office of Economic Opportunity.

Help for other cities. The ASTD has authorized the Los Angeles staff to help other ASTD chapters start similar programs in other cities. Projects are now under way in Northern California, Phoenix, Arizona, and Boston, Massachusetts. Dr. Kludt said he was willing to help provide technical assistance and the benefits of what has been learned in the Los Angeles project to other communities upon request.

Model community job program. Dr. Kludt feels that many job programs fall short on these two major essential elements:

- Involvement of all major elements in the community. Programs that are run by employers alone, or by the "disadvantaged" alone, cannot effectively put man and job together.
- Pre-job preparation. It is essential for most of today's hard-core unemployed before they can be trained for or placed on a job.

Find jobs first. Dr. Kludt said a community job program must start with an effective employer association such as the Chamber of Commerce, or as in Los Angeles, a special Management Council sponsored by the Chamber. Once this type of sponsorship is obtained, industries should be canvassed for jobs. In the Los Angeles area, ASTD members surveyed their own companies and turned up 40,000 entry level jobs that were open. Because the ASTD members were responsible for personnel development, it was possible to get a projection of entry level job openings that would be available up to a year ahead. The companies reported their needs to the job training programs that were preparing the unemployed for jobs. Dr. Kludt noted:

> "This is the reverse of what you find in the average educational system. We are starting with the job. Then we do the training and educating. When we have a class of 28 electronics assemblers coming out, we know where they are going. They were committed when they started their training. The training they got came from the employer and it meets his requirements."[1]

Reaching the disadvantaged. Dr. Kludt said this may be the most difficult, yet most essential part of the program. It is important to find the right people, truly representative community leaders, and convince them that this program, unlike others they may have known, will end in jobs.

It took almost six months to get the project filled with program participants in Watts. In Venice it took almost four months to reach and convince Negro, white and Puerto Rican poor. Dr. Kludt said:

> "In Orange County, the LULAC (League of United Latin American Citizens) who were working with us to get a job program going had rocks thrown at them in their own community. Some were fed up with people saying they were going to do something for them, and then not having anything happen."

In Venice, ASTD gave funds to minority group organizations--LULAC, Partners for Progress (a Negro activist group)--to make a survey of their own people to find out if they would participate in a job program. ASTD gave technical assistance in developing the survey and recording its findings, but the community people did the interviewing. "And they did get a majority of the community who wanted to go to work, who wanted this opportunity," said Dr. Kludt.

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[1] See Section C, Page 72, Newark, for a discussion of this approach by a business-community organization.

"Community in Miniature." The steering committee of the job program should represent all major elements of the community. However, Dr. Kludt said that he tries to keep membership below 12 for efficiency.

> For example, in a new program in Orange County (which the Equal Opportunity Employers' Association, representing the 30 largest employers in the county requested ASTD help to organize) these groups are represented on the steering committee:
>
> Employers. They have the jobs. A representative of the employers' association serves on the committee.
>
> Professionals. A leading local lawyer provides legal help in incorporation and presentation of funding proposals. A banker (manager of the local Bank of America) helps organize fund-raising in the community.
>
> Community tax-supported agencies. The manager of the local employment service and the head of the adult education program were on the steering committee. Other agencies that could be included: The school system, probation department, welfare and health departments, mayor or city manager's office, human relations commission, etc.
>
> Genuine representatives of minority groups. LULAC and Partners for Progress represent Mexican-American and Negro communities in Orange County.
>
> ASTD member. He can provide technical assistance.

Incorporate, then develop job program proposal. One of the surprising things they've discovered, Dr. Kludt said, is that "the more the steering committee works, the less things they need to ask the Feds for. There are more resources in the community than they knew were."

First assess all available resources and solicit all facilities, funds, personnel, equipment, etc., that can be obtained. Business and industry will commit men, equipment and materials. Local government agencies and existing programs will provide buildings and many services. Then, Dr. Kludt advises:

> "When you know what is left that you have to have, write a proposal and try to get funding, either private, Federal or state."

By getting full participation of the local community and the commitment of local resources, you will meet most of the basic requirements for getting either public money or foundation grants. The lawyer and the ASTD member have the technical skills and backgrounds to write the right kind of proposal for the type of grant that is needed.

The job program. Here are the basic parts of the program:

1. A "job bank" of committed jobs, with minimum requirements built into the training program. As part of the initial effort to get jobs committed, the staff has put in come hard work to find out, or redefine, what minimum entry requirements are. For example:

> "We asked the gas company what the requirements were for their meter reader jobs. They said, "They have to know mathematics." "We said, "Wait a minute. Mathematics? What do you mean?" "Well, you know. Arithmetic?" "That is a little better. They do not need to know algebra? How about multiplication and division?" "They don't do any multiplication and division." "All right. You are talking about addition and subtraction, aren't you?" "Yes." "Let them get multiplication and division in night school later." In many cases, companies are providing guidance and personnel for the training programs to assure that people will be prepared for their needs.

Preparation for Training. The most important step is missing from many training programs. Most of those ready for on-the-job training or vestibule training have already been involved in such programs. The hard-job preparation; counselling, orientation to the world of work..."things like how to get on the bus and pay the fare; how to stretch your paychecks. We've had cases where the advice to buy an alarm clock solved the problem of being late to work."

The ASTD program tries to provide a simulated work experience, role-playing job situations before people get out to work.

Dr. Kludt urges that the same kind of experience be set up for supervisors who are going to work with these people to give them an idea of some of the problems they may run into and how they can be handled constructively.

Introduction to the job. Skill center training and in-plant training is aided by ASTD members serving as liaison and advisors to existing programs.

Follow-up. Each trainee placed on the job is followed up by program staff members who see what problems trainees are having on the job, work with them and with fellow ASTD members in the employer's personnel department. If a trainee "doesn't make it" on the job, he goes back to the "Preparation for training" phase and is placed in a training program for a different kind of job.

LOS ANGELES, CALIFORNIA: AN EMPLOYER-COMMUNITY JOB PROGRAM

The Los Angeles Management Council for Merit Employment Training and Research

Although many major Los Angeles industries believed they had active equal employment programs going before the 1965 Watts riot, the riot brought "a new dimension to affirmative action." Some companies had been stating, "We will hire anyone who is qualified." Others, particularly the aerospace industries through Plans for Progress and a local Merit Employment Committee, had been broadening their recruitment sources, making their open employment policies known to minority organizations, etc. After Watts, there was a much greater sense of urgency throughout the business preparation as well as equal employment.

Reported by Merl R. Felker
Corporate Director, Personnel Operations
Douglas Aircraft Company
Chairman, Los Angeles Merit Employment Committee

Dwight R. Zook
Corporate Director, Personnel Services
North American Aviation

Organization of the Management Council. The Los Angeles Chamber of Commerce asked Chad McClellan, a top community leader and former president of the Chamber and of the Merchants and Manufacturers Association to head up an intensified new effort of business and industry.

Mr. McClellan's status in the community was extremely important in bringing in the top industry support that was essential. Said Mr. Zook:

> "The typical attitude of the top business leader towards NAACP was the group might be subversive or too far left for them to have any contact with. Well, Mr. McClellan, just by sending a letter, invited the 25 top business leaders around the Los Angeles area to a meeting with Roy Wilkins of the NAACP. Some of them may still have some negative feelings, but at least we got a start on some communication and exchange that would not have been possible otherwise."

To start the new program, Mr. McClellan called two meetings of the presidents and chairmen of the board of 100 top companies in the area. His basic message:

> "We're not asking you to hire unqualified people or lower your standards. Just go out and hire in the ghetto areas, give people a chance at jobs you have. If they're not qualified, help motivate them and get them trained."

Meetings with top executives were followed by meetings with top personnel people and formation of working subcommittees.

The Merit Employment program. Under leadership of the Management Council, a Merit Employment Committee and sub-committees have undertaken a number of activities to get minorities motivated, trained and placed in jobs. These include:

On-Site recruiting. This is a major new emphasis. Business and industry are reaching out into the ghetto to recruit.

> Employers are sending industrial interviewers to various ghetto area agencies and to new ghetto skill-training centers (see below) to recruit. There is great emphasis on individual follow-through. When a person is hired, the personnel man gives him information on how to get to the job, and advice on any other problems. If he does not show up, effort is made to find out why not, "to make certain it is no fault of ours that he has not gotten there."
>
> The Merit Committee has sponsored tours of ghetto skill-centers for hundreds of employers, so that they can see what kind of training is being given, and hopefully, be convinced to use these centers for recruitment.
>
> The State Employment Service, after years of requests, finally opened a center in South Central Los Angeles (predominantly Negro). The Merit Employment Committee urged and pushed until another center was opened in East Los Angeles (predominantly Mexican-American). Employers are now recruiting through these centers.

Training. The Merit Employment Committee is working actively to help coordinate and improve training programs.

Multi-occupational skill centers. Started with Federal MDTA funds, four skill centers are now operating in the Los Angeles area. The Merit Employment Committee supported location of two centers in South Central Los Angeles and another in East Los Angeles in the heart of the ghetto areas.

These centers provide institutional pre-training for specific occupations, identified from current reports of employer needs, such as machine shop operators, structural assemblers, nurses' aides. When trainees complete the center course they go into OJT in a plant. Employers have cooperated closely with the center to help set up curriculum, provide instructors, materials and equipment, and communicate current job needs.

> For example: Douglas Aircraft has trained more than 6,000 structural assemblers through OJT during the past year, after an initial four weeks of "vestibule" training at the centers. Douglas has loaned instructors, materials and equipment to the skill centers, and helped set up training courses.

A total of 99% of skill center graduates have been placed in jobs. Mr. Felker believes this is due to the special effort invested by industry. Individual follow-up of trainees is provided to see that graduates are hired. If there has been a miscalculation, and a particular job is not available, effort is made through the Management Council to place the trainee elsewhere. Said Mr. Zook:

> "We handle these problems on an individual basis because even though the skill training programs aren't perfected yet we think it is very important that we don't disappoint these minority people and make certain that they do succeed in getting a job."

Mr. Zook believes that while some large industries can afford to give basic training in-plant, more businesses and industries will be able to use the new "coupled" training in which the individual receives initial training in an institution such as the skill center, and then moves into an OJT program in the plant.

Other training. There are other training programs in Los Angeles, such as the Opportunities Industrialization Center, (OIC) which concentrates on pre-skill training. The business community has worked with and given tangible support to many of them. The Management Council raised thousands of dollars to provide equipment for OIC.

All these centers wanted companies to come to their sites to recruit, but the Merit Council told them that employers will go to one but not to 20 ghetto sites, and urged all training programs to channel graduates through the State Employment Service centers.

Mr. Felker confirmed that there had been a great deal of criticism of the Employment Service in the past by the minority community, but said: "Our committee is working on that and in several cases, people have come back to us and said, "Look, this place has changed. It isn't what we thought it was!" He believes Employment Service centers are doing a good job today "because we have done something about it."

Motivation. Career days have been organized in schools. Recently a task force of 300 minority employees was organized to go to schools in minority areas, into the individual classrooms often where task force members had attended. They talked with 6,000 boys and girls about job opportunities.

A vocational guidance institute has been sponsored in which guidance counsellors and industry people come to a "live-in" program, running for several days, for close exchange of experience and getting to know each other's needs.

A total of 70,000 copies of a pamphlet, "You Too Can Be A Winner," have been printed, featuring pictures and quotes of Negroes, Mexican-Americans and other minorities in good jobs at different levels, emphasizing the value of a good education for job opportunity.

Revision of hiring standards. There has been considerable effort to encourage employers to review standards regarding high school diplomas and police records. Mr. Zook said:

> "We are experiencing some change. There are companies that are beginning to look more carefully at their requirements. We recommend that each person ought to be considered for the job that he is to be assigned. We should consider how recent is a police record, the age at which it occurred, the frequency, the nature of the police record as it relates to the job, whether it is a conviction or arrest. Certainly where a person lives makes him much more susceptible to accumulating a police record."

Transportation. Inability to get from the ghetto to the job has been identified as a major problem in the widely dispersed Los Angeles area. Some of the larger companies, individually or together, are contracting for or subsidizing bus transportation from the heart of the ghetto to their locations. Mr. Zook reported:

> "When my company moved a large electronics facility from an area where we had a very high rate of unemployment out to Anaheim, which was a considerable distance away from where minorities lived, we began to experience a dropoff in minority employment. So we set up a bus program and as soon as we did that we were not only able to keep the Negroes and other minorities out there with us but also to encourage others to come and experience an increasing trend of minority employment."

Results of the program. It has been reported that 17,000 people have been hired from the ghetto area since the Watts riots. Mr. Zook and Mr. Felker made it clear that this figure was not wholly reliable. It does not indicate how many people would have been hired without the special programs, whether these people were still employed or how many individuals were actually hired, since the total number of hires might include one individual several times.

Mr. Felker did cite one survey made recently for the Management Council by the University of Southern California.

> In a sample of 100 Negroes hired through the State Employment Service Center in the ghetto area, two-thirds were still on the job where they were placed, and almost all of these said this was better than any job they had had in the past. Half of the remaining one-third had left their original placement for a better job. Most had received pay increases or promotions. About one-third had moved since being employed and almost all said their new homes were better. The survey also found that Negroes and employers agreed that lack of education and training -- not discrimination -- were the principal factors holding back Negro employment gains.

Mr. Zook was dubious about the validity of hiring statistics to date. "The real story will be told in the next census when we see whether we have improved the unemployment rate in the ghetto area, whether we have reduced the welfare case load."

He believe real gains have been made, but that this may only mean holding the unemployment rate in check, rather than experiencing a rising rate.

More important than the statistics, he feels, "is what we have accomplished in promoting an interest, increasing the awareness and raising the level of priority of the problem for business." However, he called for "much greater effort by both government and business." Mr. Zook concluded:

> "With all this effort, are we really making any progress or are we merely scratching the surface? I haven't seen any report that would indicate that we are making any real, bold, strong step toward in actually solving and reducing unemployment. We are raising the average level of education. But in the face of this, the economic gap is still just as great. So even though the ghetto dweller is better educated, he isn't catching up any faster."

EMPLOYER-COMMUNITY JOB PROGRAMS: ROCHESTER JOBS, INC.

People in Rochester, N. Y., had always thought of it as an exceptionally good community. They thought it was the last place in the world you would expect a race riot. Yet Rochester had a full-fledged riot in the summer of 1964 that "shook up the whole town." The town had some deep problems, including a lack of jobs for newly arrived Negroes and Puerto Ricans, lacking skills. A total community approach was needed to attack these problems, and Rochesters Jobs, Inc., was formed to take on this task.

Reported by Dr. Lloyd Peterson, Chairman
Interfaith Committee for
Rochester Jobs, Inc.

Russell C. McCarthy
Former Executive Director
Industrial Management Council

Background. Twenty years ago, non-whites totaled only .05 per cent of the Rochester population. Today they account for 14 per cent, a very swift rise. Most are displaced farm workers from the South, with very poor education. In addition, about 10,000 Puerto Rican families now live in the city; 15 years ago there were not more than a half-dozen.

Rochester has a very low unemployment rate, averaging about 1.5 per cent during the past year. But Negro unemployment is 14 per cent. A recent survey found about 10,000 unfilled jobs in the community and 4,500 unemployed (another estimate: 8,000 jobs and 5,000 unemployed). About 2,000 of the unemployed are Negroes. But most Rochester jobs require high skills.

Church groups took the lead. The Area Council of Churches was deeply concerned. The Council felt there were basic reasons for the riot, but that the problem had to be attacked in a new way. Quietly, almost without the community knowing it, the Council raised $100,000 and invited Saul Alinsky to develop a community organization in the ghetto area, knowing full well that the Alinsky technique is to build an "abrasive" organization to "shake up" the community. The new community organization, called "FIGHT" (Freedom-Integration-God-Humanity-Today) looked for an "enemy." Because the city government and the police force were relatively cooperative, they finally focused on the Eastman Kodak Company, which employs 40,000 of the total manufacturing work force of 125,000.

FIGHT demanded 600 jobs at Kodak. Tension in the community mounted as demands were made and an initial agreement by a Kodak vice-president to provide jobs was rejected by other officers of the company. The church leaders who had helped create FIGHT were deeply concerned about the rising tension, but felt they could do nothing to mediate between Kodak and FIGHT. They decided they could do something to attack the deeper problem of jobs in a total community program.

Organization. The religious leaders asked Russell McCarthy, former director of the Industrial Management Council of Rochester, to help develop an approach to business and the total community. Mr. McCarthy contacted 30 to 40 heads of major community industries, whom he found "ready and willing to go." He also gained support from labor leaders, the superintendent of schools, city and county managers, social agencies, civil rights groups (including FIGHT), the Urban League, NAACP and other groups representing all major elements of the community.

After many months of meetings, struggling to hammer out basic principles, 50 representatives of community groups organized Rochester Jobs, Inc., in the spring of 1967. Said Russell McCarthy: "'Jobs' is in the title because the FIGHT representative asked for it so the people will know what the organization is."

Structure. Rochester Jobs is incorporated. The 50 community leaders are the members of the corporation. They elected a board of directors, which has ten representatives from business and industry, seven representing the poor, and three clergy. The president and vice-president are presidents respectively of a leading manufacturing company and the local telephone company. Other vice-presidents come from FIGHT and the religious community.

Purpose. The purpose of Rochester Jobs, Inc., spelled out in its articles of incorporation, is "to mobilize the resources of the Rochester area in order to develop a community-wide program that will make possible the hiring by participating business and industry of the unemployed and underemployed person with emphasis on the hard-core unemployed...and provide motivation, counselling and training that will assist individuals in securing employment and remaining steadily on the job."

Major principles. The basic principle of the new organization is: JOBS FIRST. It has set a tangible target of 1,500 jobs during the next 18 months. (Spelling out a definite number of jobs for a definite period is important to people who have been given general promises for a long time.) Business and industry have committed themselves to come up with these jobs. Russell McCarthy got 400 job orders in his first week interviewing employers. He expects no difficulty in reaching and exceeding the 1,500 target.

A second major principle: Motivation and counselling are essential to get hard-core unemployed into jobs, and this counselling can be done most effectively by people of their own group. Therefore, members of FIGHT, the Urban League and other neighborhood groups will be used to recruit and counsel the unemployed for jobs.

Budget and staff. "Rochester Jobs" has hired an executive director, and plans a staff of about five people. These people will work with existing programs and organizations in the community. The staff will investigate what is being done and find out what other specific jobs need to be done. There has been no such community approach before, and as a result there has been much overlapping of effort.

The business community is pledged to raise $300,000 to $400,000 for an administrative budget for a two or three-year program. (A bank president is chairman of the fund-raising committee.) It is expected that contributions will be asked from employers based upon the number of employees. 1/ With this budget, government and foundation funds will be sought for training and development programs.

The business community is fully involved. Top business and industry executives are now selling the Rochester Jobs Program to other businessmen. The Chamber of Commerce is part of the organization. It is expected that the membership will be enlarged from the original 50.

Other projects. Jobs and training are the immediate goal. But the organization has already recognized that it must work on other related problems such as transportation, housing, day care centers, etc.

Some questions from conferees:

Q. Once an Alinsky-type organization like FIGHT gets going and arouses the community, can it stop agitating and work peacefully with other groups?

A. (by Dr. Peterson). If an adequate, fully representative community organization is formed, it can stay on top of the situation and deal with problems. Sometimes, unfortunately, the militant organization doesn't realize it has won its victory and goes on fighting. But he is hopeful that FIGHT will work with Rochester Jobs, Inc., constructively.

1./ See Section C, Page 63, Huntsville, for another business-community program doing this.

Q. Did the Urban League and local Human Relations Commission see the Rochester Jobs, Inc., program as an infringement on their efforts?

A. (by Mr. McCarthy). These groups were invited as funding members of the corporation. He does not think they take this attitude. He does not believe they will object because the new corporation has overwhelming support from business, church groups and many other elements of the community.

ST. LOUIS, MISSOURI: WORK OPPORTUNITIES UNLIMITED (WOU)

A job program representing business and unions, minority groups and social agencies, through which new jobs, redefined jobs and the development of more jobs will open wider the doors to the unemployed and underemployed in St. Louis and St. Louis County. In one year of operation, 1,800 formerly unemployed persons have been placed in jobs.

Reported by Brooks Bernhardt
Director of Personnel
Inorganic Chemicals Division
Monsanto Company

Structure and organization. WOU has a 51-man board, including the presidents of the city's largest and medium sized corporations, top union officials, representatives of Negro organizations, community action councils, top personnel people and some consultants.

There is an executive director and a 24-man staff.

WOU has five committees, each with a program responsibility plus a responsibility to audit total performance in its area. They are:

1. job development;
2. labor-employer relations, to work out problems of jobs and union contracts;
3. fiscal;
4. public relations; and
5. planning and development.

Job Program. The program "cultivates" jobs by working with industry, public and private agencies, to restructure existing jobs so that more jobs are open to people with limited qualifications who can progress through training and experience.

Job openings are placed in a "job bank" and matched with applicant profiles received from neighborhood poverty centers. WOU staff will refer and bring an applicant who has undergone testing for qualifications and aptitudes to the employer, and will provide continuing support, if needed, in the work situation.

Training. WOU also acts as an agent of the Bureau of Apprenticeship Training of the Labor Department in developing on-the-job training projects under which the employer selects and trains the worker and is reimbursed up to 26 weeks for an amount up to one-third of the weekly pay rate.

Placement. In approximately one year, the program has opened close to 5,000 jobs, and placed about 1,800 people in jobs. Placements lag behind job openings because a very complex process is involved in which cooperating agencies interview, appraise potential ability, counsel, test, provide pre-vocational training, placement service and on-the-job follow up. Many applicants require considerable pre-training before they will be ready for jobs.

One measurable achievement is the revision of job entry requirements. Almost 100 per cent of the job openings in St. Louis used to require high school education. A recent sample survey of 900 job orders showed that 82 per cent of the jobs now require less than a high school education; and 55 per cent were 8th grade or below.

SECTION C

The Business-Community Organization

HUNTSVILLE, ALABAMA: AN EMPLOYER'S JOB PROGRAM GROWS INTO A TOTAL COMMUNITY ACTION PROGRAM

In the heart of the deep South, an employers' association is successfully working in cooperation with a broad group of private and public agencies, to train unskilled Negroes for jobs; to radically improve pre-school, elementary, high school, vocational and adult education; to help Negro workers get equal housing opportunity; and to assist many other community programs to help disadvantaged people become employable. The direct payoff for industry: new short and long-term manpower resources. The broader benefit: a better community for all.

The Huntsville story was reported by three officers of the Association of Huntsville Area Companies (AHAC):

Mr. Clinton Grace, Manager, Federal Systems Division, IBM, President of AHAC

Mr. R. L. Klein, Manager, Management Services Project, RCA, Director of Training, AHAC

Mr. L. C. McMillan, Executive Director, AHAC

How the organization started. Undoubtedly, the fact that the large aerospace corporations in Huntsville were major Federal contractors contributed to the founding of the original Association of Huntsville Area Contractors (AHAC) in 1963. Sixteen companies, most of them also members of Plans for Progress, formed AHAC to carry out an affirmative equal employment program.

Mr. Grace emphasized that these companies joined forces voluntarily, because they had discovered that in their separate efforts each had some successes and some problems and they felt they could work together more effectively. He also stressed that the sparkplug and first president of the association was Mr. Milton Cummings, President of Brown Engineering, a native-born and highly respected Huntsville resident.

AHAC's member companies integrated their work forces and their facilities - something that people said never could be done in Alabama. But many Negroes employed were professionals recruited from outside the state. (Twenty-five per cent of the engineers at the RCA Management Services Project, for example, are non-white.)

Outside recruitment was not only expensive, it was especially difficult to get skilled people - white or Negro - to come to Alabama, with "its negative race relations image." Said Clinton Grace:

> "I guess we made a lot of the same mistakes that many other people make. We said, 'Well, we are not discriminating.' We convinced each other we were not and we did a lot of self-examination and we were sure we weren't. We were saying 'Here is the job and here are the qualifications. Do you qualify or don't you?' And they didn't."

AHAC's expanded community effort was further spurred by a very serious industrial need - an acute manpower shortage. This basic need for more trained workers plunged AHAC into a full-scale community program in employment, training, education, housing, community services and community relations. In the process, the organization's membership has grown to 40 companies, including some who are not Federal contractors, and its name changed to "Association of Huntsville Area Companies."

Basic Principles:

Top executives of member companies run AHAC. From the start, AHAC decided it was necessary to involve the top officials of member companies. Said Mr. Grace:

> "The only way we could begin to solve problems was if the top officials participated, not if we assigned some administrative staff person somewhere down in the organization. ...Officers and members of the executive committee, active members in (other) committees have consistently been the top officers of member companies. I think this has been a significant factor in the influence that the organization has been able to wield."

When these men make a decision they can get action not only in their own company but in the community. Said Mr. McMillian:

> "They are all members of Rotary Clubs, Chamber of Commerce, Kiwanis and similar groups. They don't quit when they walk out of an AHAC meeting. Wherever they go, they are part of AHAC and this... makes it easier to get all community organizations tied together in a meaningful program."

Coordinator, catalyst and innovator. A second major principle, said Mr. Grace, was "not to jump in like a bull in a china shop to organize teams and organizations to cope with problems." AHAC's method has been to:

- investigate and identify pressing community problems;
- bring together organizations and programs working in each problem area, assess what they are doing, and serve as a coordinating catalytic agent to organize joint effort;
- vigorously support existing agency programs, and
- take on specific new projects where unmet needs are found.

Involvement of all elements in the community is another essential principle. Particular emphasis is placed on the participation of minority group representatives in every program.

Employment and training. Here is how this process is working in the priority area of employment and training:

- The basic problem was clear. Huntsville area residents -- 18 per cent of them Negro -- were not qualified by education or training for available jobs.
- Groups brought together by AHAC to work on this problem are: the Chambers of Commerce, Huntsville Area Industrial Expansion Committee, the school boards, State Employment Service, vocational schools, adult education programs, Job Corps, Youth Opportunity Centers, other relevant city, county and Federal agencies, Rotary and Lions Clubs, the Labor Council, United Givers Council and its member agencies, family counselling services, day-care centers, and the three area colleges.
- There was an assessment of what these groups were doing. For example, Mr. Grace frankly stated (echoing remarks at the Conference from other areas):

> "The State Employment Service was not too effective, not because it did not want to be but because there was a lot of misunderstanding. We have been able to improve that situation considerably."

- It was clear that new activity was needed to get totally unskilled minority residents qualified for available jobs. AHAC helped create and support new programs:

A Technical Assistance Council of minority employees with significant positions in industry and government was organized and went throughout the minority community to "bridge the gap," serving as living examples that opportunities existed. This stirred up interest and motivation.

> "They told people who could help them and the people they said could help did help them, and the atmosphere it created has been remarkable."

The Pulaski-Cavalry Rehabilitation and Study Center, originally founded by a local Negro, was strongly supported and assisted by AHAC to get substantial federal funds. Today it is recruiting, testing, counselling, and giving fundamental pre-work training under contracts with the Bureau of Apprenticeship Training of the Labor Department.

The center has the confidence of the Negro community. It helps employers by doing preliminary screening and interviewing, giving applicants information on the kinds of jobs and training available, and referring those qualified for specific company or other training programs. Many helped by the center go to jobs in the general business community, as well as to AHAC member companies. The center has referred a large number of people to MDTA institutional training classes,[1] conducted in the school adult educational program. Since 1964, when AHAC started to work with the county school system on this program, about 1,650 adults have been trained and about 1,400 placed in jobs through these programs; 45 per cent of them Negroes.

But many Negroes who came to the center could not qualify for this training. They needed basic education, literacy training. AHAC helped secure a two-year contract for a pilot on-the-job training program through the Bureau of Apprenticeship Training (BAT) of the Labor Department. The BAT pays the company (government contractors refund this money to NASA and other government clients) to accept these candidates, and give them on-the-job training after they got basic education at the Pulaski-Cavalry Center.

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[1] This program, conducted under the Manpower Development and Training Act, provides occupational training for unemployed. Funds are provided by the U.S. Department of Labor.

> An example: The Pulaski-Cavalry Center screened, and gave pre-work orientation to 38 candidates and sent them to the RCA Service Company. RCA accepted 20, and has trained them as reproduction technicians, electronic technicians, illustrator-trainees, and file clerks. Their current pay ranges from $1.90 to $3.75 per hour.

Mr. Klein was asked about their performance. His reply:

> "These are some of the best employees we have. I'm very enthused about their low absence rate and their attention to their work. They have a real motivation. They are proud of their situation."

In this pilot program, the center screened about 1,000 people, and placed about 240 in OJT jobs. The others will feed into MEND, an expanded program of basic education and pre-job training now being developed.

MEND, an expanded training program. AHAC is working on an expanded program (Methods of Intellectual Development, or "MEND") to train initially 1,000 workers -- and hopefully several thousand more -- from the surrounding three-county area covering most of northern Alabama. The first program is expected to take about 18 months.

An advisory council has been formed in each of three major communities, representing all major community groups including Negroes. An initial commitment of 200 OJT training slots has been obtained from business and industry. 1/ The Pulaski-Cavalry Center will screen 1,000 applicants, who then will be referred to different programs according to their training, ability and experience. It is expected that 200 might get direct job referrals; 225 would go into MDTA institutional training (AHAC already has worked with the state technical school to develop appropriate courses); 150 would go into straight OJT skill-training slots in industry; another 250 would go into the special OJT jobs plus supplementary basic education. About 175 would not qualify for full-time, permanent employment and would become part of a "community services labor pool." Even these would not be "lost," Mr. Klein pointed out. They could be picked up in the next training program.

1/ See chart at end of this section.

Other community job opportunities. AHAC's efforts have opened job opportunities far beyond the member companies. About 85 per cent of those trained in the MDTA institutional adult education courses have gone to work in non-member companies. About half of the 24 private companies cooperating in the pilot BAT training course are AHAC members. And there is visible evidence "just walking through the downtown district or any shopping center, of minority group members in positions they heretofore had never been employed in."

Individual Company Programs: Basic Education. Along with the joint community effort, AHAC member companies are also carrying on individual company programs.

> An example: IBM started two special training programs about 1 year ago - on a pilot basis - for mechanical drafting and electrical and electronic technicians. About 100 people - primarily school dropouts aged 18-25 - were interviewed and given tests. They did very badly on those requiring vocabulary skills, but fairly well on tests requiring manual skills. The company selected 16 for a six-month basic education training. Reported Mr. Grace: "Some of the youths came in with a chip on their shoulder. 'This is going to be another hoax. I'm just being led down the primrose path again.' It took 4-6 weeks before that wore off where they felt this thing was for real. 'You know, they're really going to pay me to go to school here and learn English and arithmetic. I can't understand it, but it's terrific.'" IBM wound up hiring 15 of the 16 (one was lost to the draft). The end product, said Grace: "good, highly motivated employees who can fit in throughout the organization in skills they were trained for."

Adult Education. From the start, it was obvious that no effective job-training effort could be mounted without involvment of the entire educational system. AHAC's energetic work with adult education programs has already been mentioned in connection with employment and training activities.

Vocational Education was another "must." AHAC found (like many other states) that Alabama's vocational schools were not training students for available jobs.

Three years ago, the association started working closely with local and state vocational education officials, helped develop new curriculum, provide instructors and teaching materials, and identify present and future job needs, not only for Huntsville schools but for the entire state vocational education program. In Huntsville, formerly separate white and Negro schools offering different courses have been eliminated.

Primary Education. As AHAC members worked on job training and adult education, they realized that these were only remedial programs; the primary and high schools were still turning out students who did not have the basic education to qualify for today's jobs. Working closely with the school system, AHAC helped to get a $2.7 million Ford Foundation grant to fundamentally reform pre-school, first, second, and third grade instruction. AHAC wrote the proposal. Said Mr. Grace:

> "We know how to do that as an industrial organization. We put it into perspective. But the money goes directly to the school system. "I guess you would call it a long-term investment: In about 12 years we are expecting to see some benefits."
>
> "It's hard to get qualified people to come South. We are growing our own," added Paul Klein.

Higher Education. Huntsville has two traditionally Negro colleges. More recently, a branch of the University of Alabama has been established. AHAC found that the Negro colleges were not offering any courses to prepare for the kinds of jobs now available. By involving all three institutions in discussions of employment, training and education needs, there is now developing a joint curriculum and exchange of faculty members among these institutions, so that students at the predominantly Negro schools can take classes at the State University. At the same time, the State University has more Negroes enrolled, although still comperatively low.

Conferees questioned AHAC representatives about the reaction of educators, who traditionally resent "non-educators" telling them what to do. Said Mr. Grace:

> "I was flabbergasted. Their reaction: 'Oh boy, industry people are taking an interest in education. They are going to tell us what they really need and are going to help us.' Relationships with local school boards, with city and county officials have been "excellent". All have appreciated AHAC's active concern and assistance."

Housing. AHAC has worked with the local housing authority and welfare agencies. It found that they, like the school officials, appreciate the concern of business about housing conditions and have acted on AHAC conditions.

AHAC has worked to get additional low-cost housing; to aid in relocation problems; to rehabilitate substandard housing, and on other programs to get more housing for minorities. It has established a special committee to work on these problems, composed of representatives from the home builders' association, the board of realtors, Huntsville Housing Authority, mortgage bankers, and Federal agencies in the area.

Finding housing for Negro professional employees in suitable neighborhoods has been another problem. Mr. Grace reported:

> "Some wanted to move into better homes in predominantly white neighborhoods, and had difficulty. We got a lot of lip service. No discrimination. 'They just don't want to live here.' Some of these stories might have held water except a few of our professional Negroes said, 'Hell, I want to live there except I can't buy a house.' Right now we have 13 Negro families scattered in previously all-white areas. There has not been any exodus or transition. I think this is another case of unfounded fears."

Community resources development program. AHAC is now looking beyond the immediate Huntsville area to the depressed communities of nearby northern Alabama and southern Tennessee. It has just obtained another foundation grant of $75,000 to try to develop community activities similar to those of Huntsville in these areas. The first step has been to form broad community advisory councils, representing political, business, social, educational and minority communities.

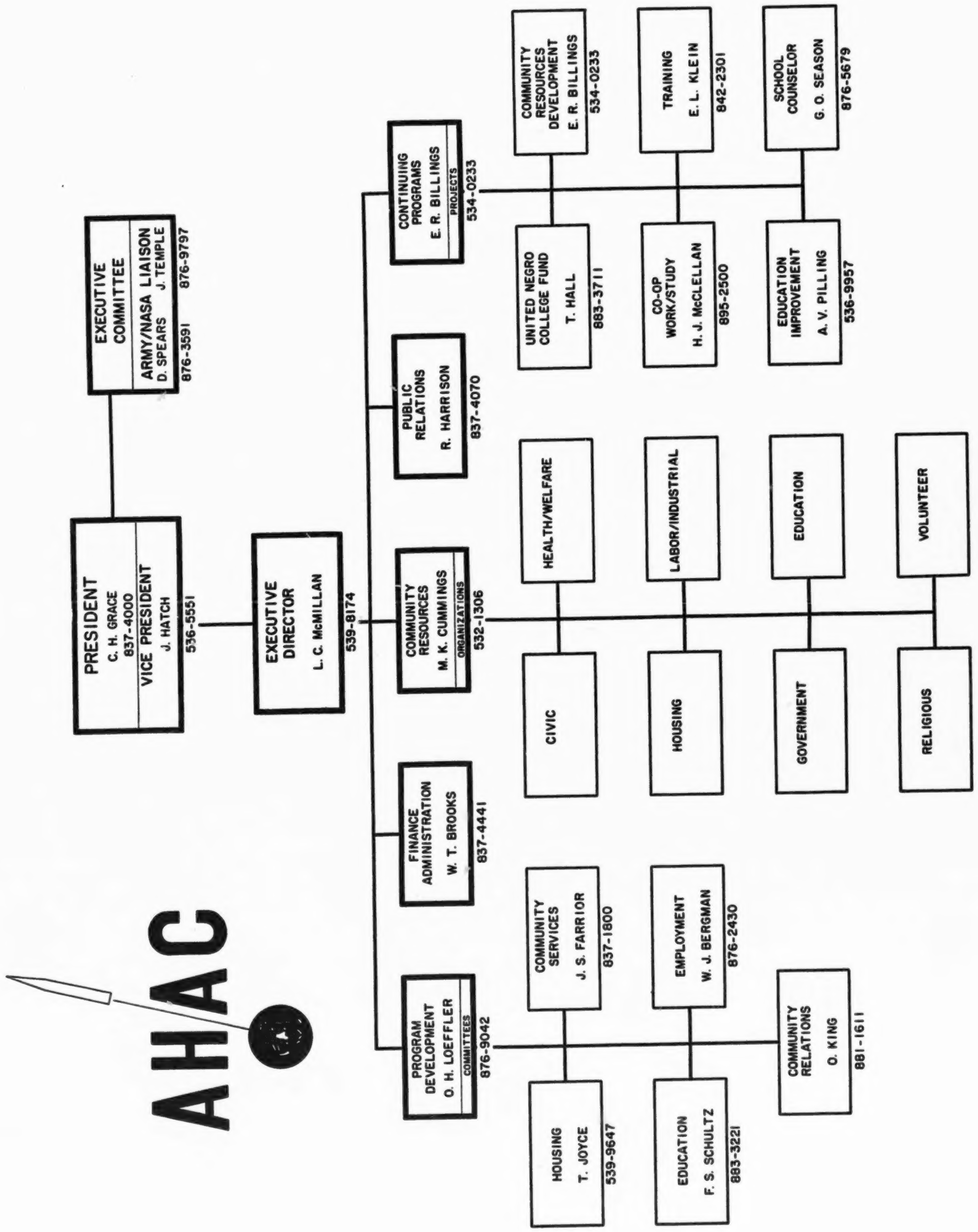
Structure, organization, staff and budget. AHAC's structure is illustrated on the following chart. The operating committee (the central section of the chart) investigates problem areas and brings together the community resources related to that area.

If a housing problem, for example, is brought to the AHAC Housing Committee, its chairman assesses what information is available, who is involved and who should be, then brings them together to discuss program solutions. Inevitably it develops that several of these people are working on similar activities without the others knowing of it. If follow-up beyond coordination is needed, the AHAC program chairman stays with it and helps develop the program.

The Program Development Committees (at the left on the chart) go into operation where a problem is found and no one is working on it. Again, the AHAC Committee brings community people together (always including the minority community) to decide how to go about it.

Staff. AHAC has two professional and two clerical full-time employees. The executive director is a Negro, an experienced professional with educational and social work background. There is a director of continuing programs, and two secretaries.

Budget. Member companies pay yearly assessments. There are two classes of membership. Associate members participate but do not vote, and pay a flat $100 yearly membership. Full members are of two types: "Service" members whose employment is primarily of a service nature (janitorial, security and maintenance) and "technical support" members, the high skill industries. The "technical support" members assess themselves at twice the rate of the service members. The budget is divided into quarterly assessments, made on the basis of numbers of employees of each company. In the first year, the assessment for full technical members was about 94¢ per employee; with more member companies it has now dropped to about 72¢ per employee.


AHAC
EXECUTIVE COMMITTEE
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D. SPEARS 876-3591
J. TEMPLE 876-9797
PRESIDENT
C. H. GRACE
837-4000
VICE PRESIDENT
J. HATCH
536-5551
EXECUTIVE DIRECTOR
L. C. McMILLAN
539-8174
PROGRAM DEVELOPMENT
O. H. LOEFFLER
COMMITTEES
876-9042
FINANCE ADMINISTRATION
W. T. BROOKS
837-4441
COMMUNITY RESOURCES
M. K. CUMMINGS
ORGANIZATIONS
532-1306
PUBLIC RELATIONS
R. HARRISON
837-4070
CONTINUING PROGRAMS
E. R. BILLINGS
PROJECTS
534-0233
HOUSING
T. JOYCE
539-9647
COMMUNITY SERVICES
J. S. FARRIOR
837-1800
EDUCATION
F. S. SCHULTZ
883-3221
EMPLOYMENT
W. J. BERGMAN
876-2430
COMMUNITY RELATIONS
O. KING
881-1611
CIVIC
HEALTH/WELFARE
HOUSING
LABOR/INDUSTRIAL
GOVERNMENT
EDUCATION
RELIGIOUS
VOLUNTEER
UNITED NEGRO COLLEGE FUND
T. HALL
883-3711
COMMUNITY RESOURCES DEVELOPMENT
E. R. BILLINGS
534-0233
CO-OP WORK/STUDY
H. J. McCLELLAN
895-2500
TRAINING
E. L. KLEIN
842-2301
EDUCATION IMPROVEMENT
A. V. PILLING
536-9957
SCHOOL COUNSELOR
G. O. SEASON
876-5679

1967 ACTIVITIES	PROGRAM DEVELOPMENT							CONTINUING PROGRAMS								STATUS
	COMMITTEES							PROJECTS								
	HOUSING	EDUCATION	COMMUNITY SERVICES	EMPLOYMENT	COMMUNITY RELATIONS	COMMUNITY RESOURCES	PUBLIC RELATIONS	UNITED NEGRO COLLEGE FUND	CO-OP WORK/STUDY	EDUCATION IMPROVEMENT	COMMUNITY RESOURCES DEVELOPMENT	TRAINING	SCHOOL COUNSELOR	AFCEA LIAISON		
PUBLICATION OF "JOB HINTS"				S					S			S	P			
CO-OP WORK/STUDY		S		S					P			S				
TRAINING PUBLICATION				P								P				
JOB TRAINING PROGRAMS		S		S								P				
WORK/STUDY BROCHURE									P							
EDUCATION IMPROVEMENT PROJECT										P						
JOB CLINIC		S		P					S							
EXECUTIVE MANPOWER CONFERENCE		S		P							S					
SEASONAL EMPLOYMENT PROJECT				P							S					
HOUSING LIAISON PROGRAM	P		S		S											
UNCF DRIVE		S		S		S		P								
PRESS KIT							P									
NEWSLETTER							P									
PR WITH NEW COMPANIES						P	S					P				
TRANSPORTATION STUDY			P													
EDUCATION CENTER PROJECT		P														
AFCEA LIAISON		S		S								S		P		
COMMUNITY RELATIONS LIAISON					P											
LOCAL COUNCILS						P										
REGIONAL AND NATIONAL PR							P									
CRDP											P					
SCHOOL COUNSELORS PROGRAM													P			

P - PRIMARY RESPONSIBILITY
S - SECONDARY OR SUPPORT RESPONSIBILITY

1967 ACTIVITIES UNDER STUDY	PROGRAM DEVELOPMENT							CONTINUING PROGRAMS								STATUS
	COMMITTEES							PROJECTS								
	HOUSING	EDUCATION	COMMUNITY SERVICES	EMPLOYMENT	COMMUNITY RELATIONS	COMMUNITY RESOURCES	PUBLIC RELATIONS	UNITED NEGRO COLLEGE FUND	CO-OP WORK/STUDY	EDUCATION IMPROVEMENT	COMMUNITY RESOURCES DEVELOPMENT	TRAINING	SCHOOL COUNSELOR	AFCEA LIAISON		
CURRICULUM ARTICULATION		P		P							S					
SCHOOL PLACEMENT SERVICE		S		S		P			S			S				
SOC-"MAID SERVICE"						P						P				
SPEAKERS' BUREAU			P			P	S									
SCHOOL VOLUNTEER PROGRAM		P				S										
EDUCATION COOPERATION/COORDINATION		P				S										
AIDS TO A&M COLLEGE		P	S	S												
EDUCATION PROBLEMS SURVEY		P														
FEDERAL AID SURVEY		P														
PROJECT "STUDY HALL"			P			S										
STAY-IN-SCHOOL DRIVE		S	P			P										
LANE BRYANT AWARD							P									
MEMBERSHIP CERTIFICATE							P									
RESOURCE CONSULTANT FILE		P														

P - PRIMARY RESPONSIBILITY
S - SECONDARY RESPONSIBILITY

NEWARK, NEW JERSEY: THE BUSINESS INDUSTRIAL COORDINATING COUNCIL (BICC)

A working federation of business and industrial leaders, civil rights and other civic groups has bridged the gap of communication, placed more than 5,000 Negroes in jobs and moved out from this initial concern to tackle the more complex problems of education, training, and other community needs. While BICC is making progress in starting to meet Newark's problems, the need for action was rudely revealed several weeks after this report was made when Newark exploded in the first of several ghetto uprisings across the country in Summer, 1967. But that tragic event did not detract from the real accomplishments of BICC, where militant civil rights leaders and businessmen have learned to work together on programs that can help Newark move more quickly to a broader, more forceful attack on serious problems of housing, education, and health.

Reported by Kenneth Gibson
Co-Chairman
Business and Industrial Coordinating Council

Henry Boardman
Director of Community Relations
Western Electric Company, and
Chairman of the BICC Education & Training Committee

William C. Mercer
Coordinator
Business and Industrial Coordinating Council

How BICC started. BICC was born out of strife. In 1963, civil rights groups, incensed about the failure to hire Negroes on a high school construction project, threatened to picket downtown stores. Local businessmen, some fearfully and unwillingly, decided to meet with the civil rights groups and talk about the problem.

"It was a painful experience," said Bill Mercer. "People screamed and hooted at each other." Added Henry Boardman, "At the outset nobody trusted anybody. The civil rights community did not know us, nor we them."

But out of those first agonizing meetings, and four years of subsequent learning to work together on tough problems, has grown a cooperative group of men and women who have "bridged the gap" of communication between minority slum dweller, business community and the social agencies charged with responsibility for community problems.

This did not come easily. It took six or seven months before the group became a working organization. But it has resulted in what Henry Boardman called "a massive change of attitude" in the industries, businesses and financial institutions of the Newark area.

"Jobs first." As in every other community, the first felt need was "Jobs." BICC used the Urban League of Essex County as its operating arm to match people and jobs. "We still don't feel that the State Employment Service can do this because of the unwillingness of ghetto residents to utilize it," said Henry Boardman. Business and industry placed job orders with the Urban League; community groups, welfare and parole agencies and others referred job applicants to the League, which, with added funds from the business community, did preliminary screening and tried to match up jobs and applicants. (Today, BICC is working with the NAM toward a computerized matching operation.) Job orders were publicized, but the company names were kept anonymous.

In four years this job program has placed about 5,000 applicants in full-time jobs and another 1,200-1,400 in experimental job-training programs.

Next steps: (1) Changing job requirements, (2) Setting up education and training programs. Employers' requests for skilled trained Negroes soon exhausted the supply. BICC found that only about one of four applicants was being placed.

> "BICC had to look in two directions," said Boardman:
>
> (1) "to challenge industry to change requirements and testing procedures, and
>
> (2) "to look to the education and training of these people (applicants)."

Substantial progress has been made on both fronts. Employers have revised entry requirements and changed testing procedures to allow potentially qualified people to get jobs. Employers also have made significant efforts to upgrade people already in the work force to create openings for less qualified minority applicants.

Mr. Boardman described one such effort at Western Electric which produced some unexpected manpower benefits far beyond the original purpose:

> "Realizing, for example, that we had no Negro supervisors, we wondered 'How come?' We began to reexamine the screening devices we had been using to identify potential people for management. Instead of leaving it to the traditional devices that had much built-in lower level censure, we put in a crash program and interviewed every Negro male in the place. What we learned was fantastic. Negroes with college degrees were working at menial jobs; many others were under-employed and over-qualified for the jobs they held."
>
> "We developed a special training program, but then, having learned much from taking a new look at our old procedures, we thought, if it worked this way for Negroes, maybe it works for whites too."
>
> "We found we had many who perhaps didn't have the Ivy League sticker on them, but they had a lot of background and good performance, and they had been overlooked because they didn't have a fancy credential. Out of that a special training program was set up. Yes, Negroes have been promoted. Twice as many whites have been promoted."

Training. BICC has helped launch 13 new training programs; ten of these are pre-vocational, conducted on industry sites, with costs paid fully by industry. BICC leaves more traditional training to other, established programs like OJT; it is primarily interested in short-term training, to get people into the work force quickly. Mr. Boardman reported on such a sample training program at Western Electric:

> Western Electric already had an excellent toolmaker apprentice program, but it was only operating on one shift. "The simple question hit us - why don't we open that thing for the second shift to the community?"

A new program was developed with company volunteers, for a 24-hour course of basic shop math. The toolroom was operated two nights a week, three hours a night, supervised by graduate toolmakers.

> "As we developed the curriculum we were told that it was impossible. All educators said: 'You cannot teach a Negro to read a micrometer. Everybody knows this.' It's a damn good thing the toolmakers didn't know it. They were able to do it in an hour."

The first 24-hour shop math course was followed by 24 hours of blueprint reading, 24 hours of actual application in laying out to precise tolerances, and 50 hours of actual learning on lathing, milling and grinding machines.

There was considerable skepticism about the course at first, said Mr. Boardman, in the company and in the minority community. "In the first classes 80 per cent were white. But as the Negro men became piece parts inspectors as soon as they learned to read a micrometer, the ratio turned. Now it is almost 80 per cent Negro."

Eighty men already have graduated from the course. All are employed at wages from $2.10 to $3.25 per hour. One young graduate is now a supervisor setting up a machine shop for another company.

After the solo pioneer effort, Western Electric got Weston Instrument Company and Westinghouse to help furnish instructors. This pioneer training course is producing candidates for many other companies. Said Mr. Boardman:

> "When these people finish this course they are ready for entry into what we estimate to be 1,000 firms in the Newark area, firms that had been leaving because of skill shortage."

Cost. The only cost was the furnishing of instructors. The materials used were junk. Evaluating the cost, Mr. Boardman related a simple story:

> "During the previous September and the three months that ensued, my company ran advertisements for machinists, toolmakers, etc. to the tune of $10,000, and we got nothing. The total cost for the training program came to no more in one year than the ad."

Expanding training: Project SEED. BICC has helped get one of the first of a special new national pre-vocational training projects launched in Newark. SEED (Skill Escalation and Employment Development) is a 15-month demonstration project in Newark, which has received about $1.5 million dollars from four Federal and two state agencies, and private industry. The project is located in an old loft building with excellent up-to-date industrial equipment. Student trainees even punch a time clock.

Trainees start off with three weeks of basic education, but the reading and arithmetic they are learning is directly related to the world of work. "They learn words like 'radius' and 'diameter' which they will be using in the shop." Shop courses are taught by craftsmen on loan from industry. The program is now graduating ten to 12 men a week, and 80 per cent go into jobs immediately.

Structure and organization. BICC has approximately 200 members, 150 from business and industry, approximately 40 from civil rights and civic groups, (including Urban League, NAACP, CORE and other militant groups), representatives of the major religious faiths, officials from local and state government, and a few Federal agencies. Particularly important is the membership of the State Employment Service and the State Vocational Education Board. There is labor participation, but it is still weak. Like other communities, BICC emphasizes the importance of "going to the top" in representation from the business community. Mr. Boardman said:

> "We give heavy reliance to going to the top, because once the message comes down, it reaches the community and the program gets that climate of believability that needs to surround it, because if people believe that opportunity exists they will come out and enter into your training program."

Business-civil rights co-chairmen. BICC has two co-chairmen; one representing business (currently the president of a leading bank) the other representing civil rights groups. This co-chairmen structure is repeated in every operating committee. These committees, and a brief indication of some of their concerns, are:

> Employment. The entire area of placement, opening job opportunities.
>
> Education and training. Private and government training programs; improvement of education in the school system.
>
> For example: The education and training committee went to top school administrators, principals, curriculum directors, and exposed them directly to today's requirements of the world of work. Said Mr. Boardman:

"Can you imagine a company hiring four educators for a whole summer, paying them at the same rate of pay they would have received at school, to study occupational trends of today and tomorrow so that in the fall the school system has a chance to get ready for tomorrow?"

Testing. Training specialists work with companies to get better techniques to screen people "in" instead of "out."

Community affairs. Involvement with other job-related problems: transportation, health, housing, legal aid, etc.

Membership and consultation. Expanding business membership, trying to get inactive firms to become more involved; working to get more involvement and concern with the Latin American community.

Finance. BICC started without a staff, then had a full-time staff member loaned from the United Community Fund, and now has a full-time staff of its own. The Chamber of Commerce has given a grant to pay part of the staff expense. Member companies make individual contributions.

Public relations. In addition to other activities, this committee has just completed a printed pamphlet, a "Digest of Opportunities" which lists all the different manpower and training programs in the Newark area, who they serve, who funds them, length of program and what is covered, and who to contact. There are 38 programs listed.

Liaison with civil rights groups. This committee has been getting better motivation and interest among the hard-core unemployed to enter training programs.

SECTION D

Special Tools and Techniques

BASIC EDUCATION: MIND

A company finds that 32 per cent of its employees cannot qualify for changing jobs, and ends up marketing a basic education course for other companies.

Reported by Allen Vinson, Supervisor
Training and Development Programs
Corn Products Co.
Argo, Illinois

Corn Products Company got into the education business when it discovered that 32 per cent of its 2,700 employees, many of them good workers, were by today's standards, functionally illiterate and unable to master the company's changing technology. Some of these employees were hired 15, 20 or 25 years ago, when there was no qualification for hiring except ability to handle the job. Many had worked their way up to more difficult jobs that were still manually related. Some were high school graduates who had forgotten their basic education; others had never had much education.

The company asked supervisors to recommend good workers to be considered for a program that would improve basic skills to the point where they could compete for new jobs opening in the plant.

Working with MIND (Methods of Intellectual Development, a pilot program originally sponsored by the National Association of Manufacturers), employees were tested to find their current levels of reading, writing and arithmetic. Thirty-eight people in the first project averaged a little above third grade level in reading and writing, a bit above fourth grade in arithmetic. The MIND project recommended 160 hours of classroom work to bring these workers up four grade levels in their basic skills. Classes were held two hours a day, four days a week, after working hours on the employees' own time. The company did not pay the employee for attending. Due to work-scheduling difficulties, the average employee-student in the first project did not get the full course that was programmed. But an average increase of three and a half years in mathematics, somewhat less in reading and writing, and the company is very happy with the results. A second program is now under way with 59 more employees.

Staff and budget. Mr. Vinson and two "monitors," not trained teachers but women with deep interest in individuals and able to help them make progress, are the staff of the company education program.

He estimates the cost at about $200 per trainee. Expenses consist of the salaries of the three staff members, teaching materials and some special furniture bought to make comfortable classrooms.

Some interesting by-products:

The school system asks company help. The local school system was so impressed by the results of the first basic education program that Mr. Vinson was asked to try the same techniques with a regular school class. A group of ninth graders were bussed to the Corn Products plant for 35 minutes of instruction daily, for a total of 23 hours. The average grade increase was about 1.5 grades; one student jumped 2.6 grades. Says Mr. Vinson:

> "It can be done effectively with school systems. The school is interested, but they do have to be shown the way."

Corn Products Company goes into the basic education business -- for profit. Following Mr. Vinson's initial work with NAM's "MIND," Corn Products Company has now taken on this project as a subsidiary activity, and is marketing it to other companies as a commercial venture. [1]

The Campbell Soup Corporation in cooperation with the union and the Chicago Board of Education also has developed a basic education program for company employees. The Board of Education supplies teachers and materials, but the program is conducted on company premises. This company has found that workers will participate in such programs who will not go back to school.

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[1] See Resources List, Part I

BASIC EDUCATION: TRAINING EMPLOYEES FOR BETTER JOBS

As requirements for jobs call for more skill, many companies are finding that employees who have been with a firm for many years cannot be trained for jobs involved in new processes because they simply don't know how to read, write or do arithmetic well enough. School drop-outs and graduates from poor schools present the same problems. Basic education may be the answer, and many companies find it works best when courses are conducted right on company premises.

Reported by Dr. Cleo Blackburn, Director
Board for Fundamental Education

The Board for Fundamental Education designs special courses to meet individual company needs. With 1,000 hours of instruction the program can take a person from zero grade level through high-school equivalency. The course is usually divided into units of 0 through 4; grade 4-8, and 8-12.

Example. The Diamond Alkali Company in Deer Park near Houston, Texas, had a real shortage of "trainable" people. The Board for Fundamental Education developed a basic education program for employees in the unskilled labor pool, whose average age was 42 and whose written and arithmetic skills tested at approximately third grade level.

Classes were held three evenings per week, two hours per session for 20 weeks. Employees attended on their own time after working hours. Their attendance was purely voluntary. Originally, nearly all of the workers in the unskilled labor pool wanted to enroll, and the company had to select 20 for the pilot program. After 15 weeks - approximately 150 classroom hours - 8 of the men passed a test qualifying them for promotion to beginning jobs in the progression ranks. Ultimately, almost all of the men passed the tests and are now in the skill training program. The company is now running classes for the remaining men in the unskilled labor pool. The students were given the usual two employment tests required for promotion into entry jobs in the progression rank. One important change was made in the usual procedure; if an employee passed one of the two tests, he was considered eligible for entry into the skill training ranks, while he continued his education. The immediate success of passing one test gave greater incentive than if the employee had to pass both. Eventually, all passed both tests.

The Board for Fundamental Education, a non-profit organization, has conducted in-plant basic education courses for about 80,000 people. Dr. Blackburn says firmly: "The place to train people is in the world of work." He finds:

> "Motivation is almost as important as actual training for an individual who has failed at everything he has touched. The company can create a learning situation in which the trainee-student feels an identity with the company and its growth. The individual will participate in a company program, whereas he would not return to the inconvenience of the public school. Having the program in-plant, he might, even though it's not guaranteed, find himself in a better job paying more money."

EDUCATION AND JOB TRAINING FOR WELFARE CLIENTS

While welfare rolls elsewhere are rising, Illinois is the only one of the 13 largest industrial states to reduce its caseload in the past four years. This was accomplished when the State Department of Public Aid asked for and got substantially increased funds for better individual services, education and training to prepare clients for jobs. Cook County (Chicago) has reported estimated savings of $1,200,000 in relief payments to former welfare clients now in training programs or placed in jobs. The Illinois Chamber of Commerce actively supported increased funds for the department's new programs, and business has cooperated actively in training programs for welfare clients.

Reported by Henry L. McCarthy, Chief
Division of Community Services
Illinois Department of Public Aid

William Robinson, Director
Cook County Department of Public Aid

Rising relief rolls. In most large cities in the U. S. today, six to eight per cent of the population is on relief, and the percentage is rising. Los Angeles had a 50 per cent increase in the past four years.

During this same four-year period, welfare rolls of the Illinois Department of Public Aid were cut from 462,000 to 400,000 -- the only major industrial state to reduce its caseload.

How was this accomplished?

In 1963 the legislature provided a larger administrative budget for the Department of Public Aid. This made possible smaller caseloads, and more individual service to help clients help themselves.

A total of $5,000,000 was provided for adult education and training over a two-year period. In 1965, the Illinois Chamber of Commerce supported the Department's request for $8,000,000 to extend this program for another two years. The money has been used for:

- Basic literacy training, to get people to a level where they could profit from vocational training.

- General educational development, leading to a high school equivalency certificate.

- Vocational training. This program got the major share of funds. Many training programs are conducted in cooperation with local business and industry. These provide an important incentive; trainees know there is a job waiting when training is completed.

Several thousand former stockyard workers with limited skills were trained as cab drivers in cooperation with the Yellow Cab Company. They had to learn to read, write, do simple math and fill out job sheets.

Several hundred were trained as "driveway salesmen" in cooperation with the Shell Oil Company. Another program with Sun Oil Company offers some trainees the chance to become franchised station owners.

Other welfare recipients have been trained for wood finishing, hotel and restaurant work, clerical and department store jobs, key punch operators, nurses aides and practical nurses. The National Cash Register Company helped design a course and contributed equipment to train women for a variety of office jobs.

An industrial training center in Cook County trains public assistance recipients for assembling, packaging and machine operations, under factory conditions. Trainees perform work subcontracted out by local industries. About 100 persons a month are placed in jobs for which they have been trained at this center.

Pre-job help. Many welfare clients need considerable pre-job preparation and high support during their training and early job experience. In Cook County the Welfare Rehabilitation Service provides, at one location, counselling, screening, psychological and medical services, pre-job "conditioning" (see below), testing, job training and placement. This one-stop service is important to people who have been discouraged by referrals to many different offices with countless delays and frustrations.

Pre-job "conditioning" is essential to prepare people to enter the labor market, said Mr. Robinson. People are taught grooming, how to dress, the kind of resistance and problems they may encounter when they start to work, and generally helped "to move from dependence to independence," said Mr. Robinson.

> "Disadvantaged people from public assistance rolls can be trained to become good employees. They need a kind of status building emotionally and psychologically to move into the regular channels of industry."

Field representatives of the Cook County Public Aid Department regularly visit local business and industry to solicit jobs for qualified clients. In 1966, 11,000 clients were place directly on jobs.

Dollar savings. Cook County training programs have graduated about 2,800 welfare clients into jobs. The average monthly welfare payment is $265. Multiplied by 2,800, this is a saving of $742,000 yearly. Multiplied by the many years these people would otherwise remain on relief, the figure runs high into the millions.

Mr. McCarthy believes that the training programs have now taken most employable people off Illinois' welfare rolls. Contrary to popular belief that the welfare recipient is an able-bodied man who is loafing instead of working, he gave this breakdown of the current 400,000 case-load:

60,000 over 70 years -- unemployable.
30,000 permanently and totally disabled -- unemployable.
2,500 blind -- unemployable (many others have received vocational training).
210,000 children under 18 (average age 10) -- unemployable for some years.
50,000 ADC mothers taking care of these children.
50,000-60,000 on general assistance, including discharges from mental hospitals and prisons, alcoholics, psychological misfits, all people very hard to place.

He sees the 50,000 ADC mothers as potential employees. The Department of Public Aid is encouraging them to become working mothers and trying to set up training for them, but there is a serious child-care problem. During World War II industries established in-plant day-care centers, mainly at their own expense. The Department of Public Aid thinks this would be the best solution for mothers to become reliable employees and to give children organized care, good food and better environment. The department could cooperate, set up standards, and possible be able to contribute some funds through Federal grants for research. 1/

Cook County now has two new multiple service centers for education and vocational training where some 300 people -- mainly ADC mothers with young children -- are getting employment counselling and vocational training, with child-care for pre-school children provided in the same building.

1/ See Section A, Page 20, Company Programs, for a report of KLH Corporation, Cambridge, Mass., which recently started a day-care center with Federal aid.

EDUCATION: HELPING VOCATIONAL SCHOOLS MEET BUSINESS & INDUSTRY NEEDS

Three years ago Pittsburgh surveyed its vocational education program. The survey showed that less than 6 per cent of the total student body was attending five vocational schools, and that less than 1 per cent of these students were Negroes. Now the city has totally reorganized its vocational program, with businessmen serving on key advisory committees and subcommittees.

Reported by Dr. Jerry C. Olson, Director
Occupational, Vocational & Technical Education
Pittsburgh Public Schools
Pittsburgh, Pa.

First step. Pittsburgh combined its vocational schools where possible with adjacent academic high schools. To get 16 comprehensive high schools, existing facilities were remodelled and re-equipped, and curriculum was radically revamped. All students in these schools now have an opportunity to get a far broader range of courses related to current business and industry needs.

The tenth and eleventh grades in these schools are used to diagnose and evaluate the aptitudes of students, and to advise them on specific courses to prepare them for employment during the last two years of high school.

Counsellors advise on both academic and vocational training needs. Special in-service training was needed to prepare existing counsellors for this expanded role.

For example: Formerly in vocational education, a teacher would say "Give me the boy for half a day and I will teach him what he needs to go out and get a job in a machine shop (or become a plumber or bricklayer)." Today, there are thousands of new job fields opening up and a more comprehensive kind of counselling is needed. "In the health field, for example, of every 100 jobs only 11 are physicians; the rest are nursing aids, laboratory technicians, and a whole range of jobs that need certain kinds of preparation and require different kinds of personal aptitudes," said Dr. Olson. The counsellor should be able to advise the student which field he seems most suited for, and what training to take, Dr. Olson believes.

The Pittsburgh school system has reorganized its vocational curriculum with the aid of advisory committees including business and industry representatives. An overall advisory committee provides program guidance in view of total needs of the city, and subcommittees advise in special fields. About 80 craft committees are represented by 600 industrial, civic, and other leaders who give specific program guidance and direction.

The school system is concerned about giving students a more comprehensive total education because it is impossible to know today what specific job requirements will be in a few years.

In the work-experience programs (so-called DE, or Distributive Education) the school system has--for the first time--gotten a sizeable number of Negro students to participate because it is giving related training in school before students go out on jobs. For example, sales and merchandising training is given before students go to jobs in stores. There are now almost 200 Negroes (and 350 whites) in work-study situations, where previously there were practically no Negroes.

HOUSING

Caterpillar Tractor Company, largest single employer in the State of Illinois, has actively supported local and state fair housing legislation, and worked to involve other business and industry leaders in programs for fair housing, and elimination of slum housing.

Reported by Edward W. Siebert
Civic Affairs Manager
Caterpillar Tractor Company
Peoria, Illinois

No Negroes lived near plant. The Caterpillar Tractor Company employs about 600 Negroes in plants in several scattered Illinois communities. A study of Negro employees showed that although they worked at all the plants, all Negroes lived in Peoria's "Southside" or nearby areas. Negroes were employed at levels from factory workers up to supervisors and engineers, and earned from $6,000 to well above $10,000; their average length of service was 12 years.

The company concluded that these employees were qualified to buy homes in the $15,000-$20,000 range. It was concerned that no Negroes lived near their job location. A similar study of white employees would show scatteration, but a predominant number living reasonably close to their jobs.

Convinced that housing opportunity was relevant to the well-being of its employees and its community, the Caterpillar Company has actively worked to build community support since 1963.

Top company officials (including the president) have testified for and supported local and state fair housing legislation. The city of Peoria's fair housing law was recently strengthened. The company is working with other civic groups and a few business firms (Inland Steel is the most prominent) for state legislation.

Company officials speak to business groups, service clubs, and other civic organizations urging support of fair housing. Peoria employers have joined in signing a full-page ad endorsing fair housing legislation.

When Caterpillar employees are transferred or leave town, they appoint the company as agent to dispose of their homes. The company lists houses through licensed brokers with the stipulation that they be shown to all without discrimination. Some of these homes have been sold to minority buyers.

Mr. Siebert urged other employers to "seriously consider taking positive steps toward fair housing legislation and renewal of housing facilities." He added:

> "We feel that the Negro, like anyone else, is a product of his environment, his home, his neighborhood, his education, his job and his parents. It is really a vicious circle that has to be attacked on all sides; education, employment and housing. As we move to the suburbs and surrounding communities, housing must be found where jobs are. This sounds pretty risky, pretty daring, but I invite you to consider the risks of not doing it."

He offered these steps for concerned employers:

1. Find out where your employees live.

2. Get facts on slum housing, discriminatory practices in your community. Develop a factual presentation for other employers. Organize a bus trip through slum areas to help build support. "It's amazing how little people know about their community."

3. Go on record supporting prudent and constructive fair housing legislation.

4. Investigate possibilities of working with other businessmen and local government for solutions to slum housing. (The Smith-Kline-French Company in Philadelphia, the Maremont Foundation in Chicago and others are now setting up non-profit corporations to build or rehabilitate housing.)

5. Exercise your power in the community where you can influence housing opportunity. Caterpillar has done this through its listing service. In other communities involvement with zoning processes may be the key to building housing at prices that minority workers can afford.

First step. The Caterpillar Company does not believe that fair housing laws will solve all the housing problems of minority workers, but that they are an essential first step. Laws take everyone "off the hook:" every builder, broker, and owner is affected equally, so no one has to stick his neck out and take the first step.

JOB FAIR: CHICAGO HOLDS THEM IN GHETTOS

Chicago holds job fairs in ghetto neighborhoods, to reach people who seldom get out of the ghetto. In April, 1967, the third annual Career-o-rama Employment Opportunity Day, sponsored by Chicago businessmen, was held on Chicago's West Side. It was not directed primarily toward on-the-spot hiring although some occurred. Its main purpose: to convince high school students to stay in school, and to convince drop-outs to return to school.

Reported by Glenn Samuel
Industrial Relations Manager
Zenith Radio Corporation

Objectives. The fair is part of a long-range, intensive community relations effort in which many Chicago employers are engaged. The objectives of this program, according to Mr. Samuel:

- to establish an ongoing relationship between business and industry and the residents of the West Side community;
- to acquaint adults and young people with current or future job opportunities and the pre-requisites for job placements;
- to inspire, stimulate, motivate and raise aspirations of community residents toward adequate educational preparation to avail themselves of these opportunities;
- to demonstrate that the business and resident community have some mutual goals and objectives which can strengthen the local and total economy, and
- to develop a cooperative follow-up program which will result in job placement for teen-agers and adults.

The Employment Opportunity Day was one of several programs undertaken to reach these goals. Other activities included:

- establishing a speakers bureau to go out to the community;

- using new counselling concepts and communication devices to reach young people (see Illinois Bell Telephone, Western Electric, Pages 13-14);
- establishing occupational clubs;
- collaboration with other agencies to set up Career Guidance Centers; and
- student visitation programs.

Organization of the fair. Employers worked with a network of community agencies and neighborhood groups to plan the event, publicize it, and promote attendance. The schools, neighborhood houses, civil rights groups, social agencies, are deeply involved.

Opening ceremonies. The Mayor and other city officials participated.

Orientation. Everyone coming into the event went through a 12 to 15 minute orientation with a film and a celebrity emphasizing the need to stay in school to get a good job.

Tour of exhibits. Booths try to show jobs in action, give examples of different kinds of opportunities.

Individual interviews. Each person at the fair fills out a questionnaire, asking about current jobs held, what kind of job he wants, what schooling, etc.

Post-event evaluation. Exhibitors, school personnel, and residents filled out an evaluation and suggestion form after the event. Those in charge hope the evaluation will show the impact of the event on the young people. How many were convinced to stay in school? How many were convinced to return?

THE JOB FAIR: A TOOL FOR COMMUNICATION, MOTIVATION, AND EMPLOYMENT

Reported by: Dr. Richard F. McMahon
Associate Director, Education Programs
Equal Employment Opportunity Commission

Mr. John J. Strittar
Industrial Relations Director
Chapman Div., The Crane Company

Mr. Glenn L. Samuel
Industrial Relations Manager
Zenith Radio Corporation

The Job Fair, or Equal Employment Opportunity Fair, is one effort being made in many communities to establish communication and to bring together companies with current job openings and applicants seeking work. It is not a substitute for other job programs, but has proved to be one effective tool.

Here were some facts reported at the Confernce:

- Job Fairs have brought employers good workers they badly needed.
- Job Fairs have helped unemployed and underemployed minorities get good jobs they did not know existed.
- The cost of recruiting a new employee at a Job Fair is surprisingly low compared to other recruitment efforts. It has averaged about $8.00 per placement, according to some companies.
- Job Fairs are being used to motivate and encourage minority youth to stay in school or return to school to get needed training.
- Employers who have participated are generally enthusiastic and have often requested that the Fair be held again; in some cases every year.
- Thirty-eight cities are planning or have scheduled Job Fairs this year.

- Employers can profit from the experience of the more successful Job Fairs, and avoid mistakes of others. [1]

Some cities -- among them Baltimore, Maryland; Oakland, California; and Springfield, Massachusetts -- are now on their second or third annual Job Fair; they have learned a great deal about how to make them more effective.

Some believe that the successful Job Fair should aim at on-the-spot hiring, but this has only been possible where there has been a well organized program of preliminary recruiting, screening and referral, involving many community agencies.

The most important factors in successful Job Fairs have been:

- Involvement and participation of top officials of the community's industries and businesses; sponsorship by the Chamber of Commerce or other significant employer group.

- Formation of a broad-based working committee, including the city administration and all relevant public agencies (employment service, welfare, probation office, manpower programs, etc.), private social agencies, individuals and organizations from minority residential areas.

The successful Job Fair is not a Trade Fair, with masses of people wandering about viewing company exhibits. Procedures have varied in different cities, but the common ingredients are some pre-screening of job applicants, and some method of referring them to listed available job openings for which they seem qualified.

Dr. McMahon listed the following basic activities common to successful Job Fairs:

- Employers provide a detailed listing of available jobs with conditions and qualifications for employment, prior to the Fair.

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[1] The Equal Employment Opportunity Commission has available a kit, "How to Organize a Job Fair" based on the experience of successful Fairs, giving detailed suggestions on organization and operation of a Fair. The U. S. Chamber of Commerce and "Plans for Progress" are also encouraging the organization of Job Fairs (See Resources List, Part I.)

> "There was more response from the people going to the Fairs when they learned that the vice-presidents and presidents were interviewing, rather than a personnel staff member. Job seekers have had the unfortunate experience of going to a personnel office to apply for a job, and being treated poorly. When the president of the company was concerned, they felt better about applying."

Other Resources: The State Employment Service can provide technicians to give "suitable" tests -- such as digital dexterity -- at Job Fairs. (However, cautions were raised throughout the Conference about the validity of many standard tests in measuring potential ability.)

The Bureau of Apprenticeship Training has indicated that it is prepared to man a booth and fund on-the-job training on the spot for applicants who qualify.

Other social and training agencies can provide information on training programs for those who do not qualify for jobs.

Some questions:

- How much of the hiring at the Job Fairs is just "job-changing"?
- Were unemployed actually hired?
- Were jobs filled at entry levels or above?

Some answers: At the Baltimore Job Fair, the Chesapeake & Potomac Telephone Company hired a large number of men as installer helpers and repairmen. They hired 80 Negro girls as service representatives--a big departure from previous employment practices. More than half of those hired had been unemployed.

In Indianapolis, more than 400 of 560 hired (in a check two weeks after the Fair) had been unemployed. There was a considerable amount of "job-jumping", but this was judged beneficial to all. People who were employed below their skill level got better jobs and this opened entry jobs for other less-skilled applicants.

- A massive publicity and recruitment campaign is mounted to reach unemployed and underemployed people, bring them into the state employment service, cooperating social agencies or neighborhood centers for pre-registration and needed counselling.

  Publicity involves mass media, car cards, posters, flyers distributed to neighborhood groups, churches, and stores, sound trucks in ghetto neighborhoods, etc.

  Pre-registration may involve filling out a registration form on previous job history (if any) schooling, and interests, and aptitude testing.

  Counselling (if needed) may involve grooming, appearance, or general orientation to work experience.

- Common procedures for pre-registration, interviewing, and matching job seekers with listed jobs have been developed by State Employment Services and other public and private agencies working on pre-registration. Some cities are using electronic data processing for this matching process.

- Pre-registered visitors to the Job Fair arrive with referral slips to companies which have listed jobs for which they appear qualified. "Drop-ins" who have not pre-registered (experience shows that about 40 per cent of attendees are in this category) are screened as they enter the Fair, interviewed, and given referrals to specific companies before they go to the booth area.

- Participating companies send their most skillful top officials to man Job Fair booths and interview applicants; lower echelon employees often have not shown the needed understanding and ability to establish rapport with people who have had many employment rebuffs, and whose verbal ability may not reveal their real potential. Interviewers need authority to make job decisions on the spot, because delay and further referral often discourages people who have known days of fruitless interviews and tests.

At the Indianapolis Job Fair, rated one of the most successful to date (over 20,000 attended, more than 560 hired immediately) the companies that sent their top men got the best results.

JOB FAIR: 23 GOOD EMPLOYEES FROM TWO DAYS AT A FAIR

The Crane Company plant near Springfield, Mass., is a machine shop and foundry competing for skilled labor in an extremely tight labor market with many similar firms. Profitting by what it learned the year before at a job fair, it produced 23 good employees out of 55 referrals from the fair.

Reported by John J. Strittar
Industrial Relations Director
Crane Company
Indian Orchard, Massachusetts

Manning the fair. The company booth displayed pictures of minority workers at varied kinds of jobs. A list of current job openings was posted prominently in front of the booth. Two top personnel people manned the booth. One was Spanish-speaking (language problems had occurred during the first job fair).

Applicants were referred to the booth through the State Employment Service, which had conducted preliminary interviews. Company interviewers talked with 55 people during the two-day job fair. Unlike experience in some other cities, it did not find it possible for two interviewers to complete a full-job interview for this many people at the fair itself. Therefore, applicants were given a map of directions to the plant, and asked to come there the following Monday (the fair was held on Friday and Saturday) and assured that the entire employment process would be completed at that time.

Mr. Strittar said that they lost some people, but a heavy percentage did show on Monday. Twenty-three of the 55 applicants are now working at Crane, several months after the fair. There have been no special difficulties, no higher absenteeism or other problems among minority people hired at the fair than among other employees of the same general age groups. The older, family men tend to be steadier, the younger sometimes less reliable, but there is no difference by race.

JOB PLACEMENT: TECHNIQUES FOR REACHING "UNEMPLOYABLES"

An industrial psychologist is conducting an experiment that seeks to match unemployed people and jobs more effectively by computer. His method: identifying and categorizing positive qualities that are revealed in the total life experiences of these people, and matching these against newly evaluated and restated job requirements. Although still in the experimental stage, findings so far hold real promise for placing hard-core unemployed in jobs where they will be successful.

Reported by Dr. Samuel Cleff
Honeywell Corporation
Minneapolis, Minnesota

"Project Indianapolis." A total of 150 chronically unemployed persons in the Indianapolis area were interviewed to try to identify the positive elements in their total life experience--education, work and non-work. In general, these questions tried to find:

-What kinds of things have you done?

-What are you interested in?

-What kinds of things do you do better than other things?

Dr. Cleff worked closely with interviewers to assure that the questions did not have moral implications and would be frankly answered. All kinds of activities were included. For example, a person who says he is good at shooting craps,playing pool or gambling is skillful at activities involving probabilities. He could become a good mathematician with proper education.

Dr. Cleff's basic theory is that a person is what he has done. If patterns of experience can be identified in life activities, these can be related to job needs.

"Interviews" of jobs. The next step was to interview 57 kinds of jobs. This was done by talking with the current job-holder or his supervisor. The approach was, "Tell us what you do from the first thing Monday morning to the last thing Friday afternoon." Dr. Cleff commented:

> "One of the biggest problems I see in matching people to the job is not in the description of people, it is in the description of jobs. I've heard a lot of talking about selecting the right person for the job, but my industrial experience tells me very little effort is expended by industry in the adequate description of jobs."

Matching categories of jobs and people. Dr. Cleff then divided activities of the jobs and the people into three main groups:

1. Activities having to do with people.
2. Activities having to do with ideas or symbols.
3. Activities having to do with things.

Under these three classifications he came up with 16 sub-categories for people and 20 for jobs.

Some initial findings: By far the greatest number of job activities fell into the third category, "things." Also, the greatest amount (70 per cent) of activities of the unemployed had to do with "things."

But most job-testing today is directed toward identifying qualities having to do with "ideas" or "symbols," Dr. Cleff pointed out. These are the qualities needed for clerical, intellectual or creative work. Said Dr. Cleff:

> "There are today almost no valid psychological tests to predict competence in the categories of dealing with "things."

On the other hand, many unemployed indicated that they did things well involving artistic and creative activity, and had looked for this kind of job. But the job "interviews" showed almost no need of such activity. Dr. Cleff believes this is a major weakness in the present job system, because many people's talents are wasted.

The next step: Testing the theory. Having identified descriptions of jobs and descriptions of what unemployed have done, Dr. Cleff plans to use these descriptions with a sample of several thousand people now working in several hundred kinds of jobs. He expects to find a very high correlation between the descriptions of these people and those of their jobs.

He already has tested part of the theory in a project with managers at the General Electric Company. This study found that managers who had a high correlation between their description of their jobs and descriptions of themselves were considered to be very successful managers. By contrast, those who had a low correlation between description of themselves and of their job were considered to be less successful.

Dr. Cleff believes that this kind of measuring technique can place people more fairly, with less prejudice, than by relying on the intuition of a personnel worker or on existing testing methods.

From present research he hopes to provide a profile of a job and a profile of an individual's background that will show aptitude and specific indications for training the individual to fill a particular job.

He feels this general approach will also help keep youngsters from dropping out of school. "If kids are given an opportunity to train in things at which they are good, they are much more likely to stay in school." What this demands is much better communication between the industrial forces and the educational forces in the community, a much better job of counselling and guidance in finding potential aptitudes, and providing opportunity to train for a job using these potentials, Dr. Cleff said.

RECRUITMENT AND PLACEMENT: COMPANIES LEND STAFF TO EMPLOYMENT SERVICE

Many employers in the Boston area are now using and helping to support Jobs Clearing House (JCH), a no-fee "human relations personnel service" started four years ago to help bridge the gap between business and the minority community.

Reported by Thomas J. Brown
Assistant to the President
Polaroid Corporation
Boston, Massachusetts

How it started. Mr. Brown, a Negro in a high executive position with a major company, started Jobs Clearing House four years ago to provide formal organization for expanding an informal project he had been carrying on by himself. At first he had a difficult time convincing local businesses and industries to use the service. Today, however, JCH has more than 4,000 jobs listed and has received support from nearly 100 companies. About 1,000 persons have been placed on jobs.

How it works. More than 300 industrial personnel officials, ranging from vice presidents for personnel to personnel administrators, work as job interviewers at JCH offices four to six hours weekly, usually at night. Ninety-three Boston area companies contribute these officials to JCH on a rotating basis. Mr. Brown sums up his experience:

> "These men and women not only interview for the jobs in our job register; they are also getting accustomed to interviewing Negroes casually, in a relaxed way, which is totally different from the way they interview in their own companies. We have gotten solid support from those people after they have gone back to their company. They now know the problems we have on the other end."

Unlike other successful "outreach" efforts, JCH offices were deliberately located "downtown" rather than in a minority residential area because Mr. Brown believes that minority people must learn to come out of the ghetto and become part of the total community. Also, the Boston area Negro population is relatively small, and located in several scattered areas.

However, the JCH office is on a main subway line which provides quick access to both areas and employment sources.

JCH has helped bridge the communications gap between business and the minority community. It advises employers how to communicate, motivate and keep minority employees on the job. It counsels minority job applicants on what will be expected of them on the job, how to fill out applications, and helps them with personnel, family, legal and other problems related to getting and holding jobs.

TRANSPORTATION

The Polyprint Packaging Company is one of 134 companies, employing about 10,000 people, in an industrial park in Long Island, about 25 miles from New York City. Jobs at all levels have been going begging in these companies. No public transportation existed; all employees came by car or carpool. When a carpool driver was absent, his riders were absent too. The company took the initiative and with much hard work got new bus routes established, linking high unemployment areas with the park.

Reported by Edward Sussman
Production Manager
Polyprint Packaging Corporation
Plainview, Long Island, N. Y.

New bus route. The Polyprint Company was convinced that public transportation, particularly from areas of high unemployment, was the answer to its employment problems. Its initial contact with the bus company holding the franchise for the area was discouraging; the company was not willing to inaugurate new service for one company without proof of a substantial number of passengers.

Polyprint called together all companies in the Park, and found to its surprise an overwhelming response and interest in the project, particularly among firms employing unskilled and semi-skilled workers.

A working committee of personnel directors of five companies conducted a survey to discover: (1) if present employees would be interested in bus transportation, and (2) current employer job needs. Then, in cooperation with the County Board of Supervisors and the New York State Office of Transportation, a request was made for a Federal grant for a demonstration mass transportation program.

A grant of $2,200,000 has been obtained from the Department of Housing and Urban Development (HUD) for a two-year project, administered by the State Transportation Department. The purpose of the grant is to test whether changes in public transportation can improve employment opportunities of unskilled and semi-skilled workers.

By May, 1967 three new bus routes were set up and widely publicized through mass media, job training centers, community agencies, etc. A survey has been made of jobs available in the park. A later evaluation will determine whether changes in routes, schedule, fares or transfers may be needed.

To date, employers, the bus company and employees are enthused about the bus transportation. Numbers of people using the buses are increasing daily. The Polyprint Company reports it has had more response to newspaper ads for personnel than ever before.

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